



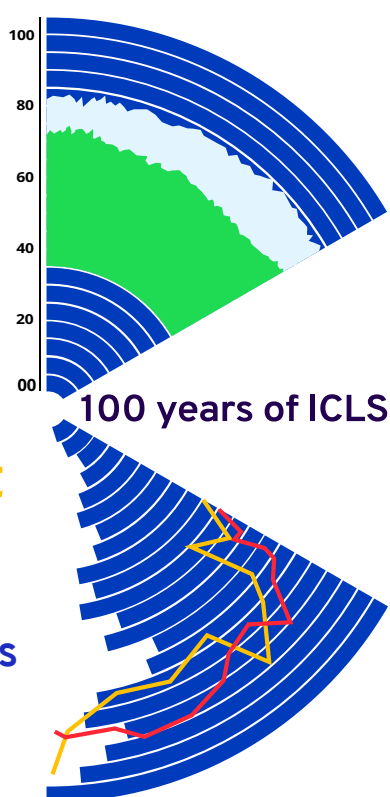
## Report III

# ► Report of the Conference



International  
Conference of  
Labour Statisticians

11-20 October 2023



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## Abbreviations

ADB	Asian Development Bank
AfDB	African Development Bank
AI	artificial intelligence
API	application programming interfaces
AU	African Union
AUC	African Union Commission
CAPI	computer-assisted personal interviewing
CCSA	Committee for the Coordination of Statistical Activities
CS Pro	Census and Survey Processing System
CSV	comma separated values
DDG	Deputy Director-General
DSD	data structure definition
DPE	digital platform employment
DPW	digital platform work
ECLAC	Economic Commission for Latin America and the Caribbean
EG-TUS	Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics
EU	European Union
Eurostat	Statistical Office of the European Union
FPOS	Fundamental Principles of Official Statistics
GATS	General Agreement on Trade in Services
GDP	Gross Domestic Product
GTT	Global Technical Team
IAEG-SDG	Inter-agency and Expert Group on Sustainable Development Goal Indicators
ICATUS-16	International Classification of Activities for Time-Use Statistics 2016
ICLS	International Conference of Labour Statisticians
ICSE	International Classification of Status in Employment
ILMS	International Labour Migration Statistics
ILC	International Labour Conference
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
ISCO	International Standard Classification of Occupations
ITCILO	International Training Centre of the International Labour Organization

JSON	JavaScript Object Notation
LFS	Labour Force Survey(s)
LMIS	Labour Market Information Systems
MDGs	Millennium Development Goals
NSO	National statistical office(s)
OECD	Organisation for Economic Co-operation and Development
P&B	Programme and Budget
SADC	Southern African Development Community
SDG	Sustainable Development Goal(s)
SDMX	Statistical Data and Metadata Exchange
SNA	system of national accounts
SSE	social and solidarity economy
STATIP	standard tools for analysis of trafficking in persons
STaRS	Statistics Reporting System
TWG	Technical Working Group
UDCW	unpaid domestic and care work
UN	United Nations
UN OHCHR	United Nations Human Rights Office of the High Commissioner
UNECA	United Nations Economic Commission for Africa
UNECE	United Nations Economic Commission for Europe
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNSC	United Nations Statistical Commission
UNSD	United Nations Statistics Division
UNV	United Nations Volunteers
XML	extensible markup language



# Final report of the discussion

## Introduction

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### Convocation and agenda

1. At its 344th Session (Geneva, March 2022: GB.344/INS/18-Rev.1-), the Governing Body of the International Labour Organization (ILO) approved the dates of the 21st International Conference of Labour Statisticians (ICLS) in the programme of ILO official meetings. At its 345th Session (Geneva, June 2022: GB.345/INS/7), the Governing Body authorized the Office to convene the 21st ICLS to meet in Geneva from 11 to 20 October 2023, and approved its agenda and composition. At its 348th Session (Geneva, June 2023: GB.348/INS/5/1), the Governing Body took note of the draft resolution concerning statistics on the informal economy to be discussed and adopted by the 21st ICLS and requested the Director-General to report on the discussions and decisions of the ICLS to the 350th Session (March 2024) of the Governing Body.
2. The main purpose of the Conference was to make recommendations on international standards on labour statistics to provide the ILO constituents with internationally comparable data and internationally agreed and up-to-date guidelines on labour statistics for better policymaking. The Conference would also review the statistical activities carried out by the ILO since it had last met in October 2018 and give advice on planned activities.
3. The following items were placed on the agenda by the Governing Body:
  - (a) General report on past and planned statistical activities of the ILO.
  - (b) Revision of the standards for statistics on informality.
  - (c) Examination of concepts, statistical definitions, and measurement methods of issues relevant for decent work, including indicators identified under ILO's custodianship in the Global Indicator Framework set up for monitoring the 2030 Sustainable Development Agenda; violence and harassment at work; International Standard Classification of Occupations (ISCO-08); international labour migration; child labour; forced labour; and cooperatives.
4. Following the established practice, the Governing Body approved the composition of the ICLS whereby Governments of all Member States would be invited to nominate participants to attend, and the Employers' group of the Governing Body and the Workers' group would be invited to nominate six experts each, as well as the official international organizations and international non-governmental organizations listed in Appendix II of GB.345/INS/7.
5. 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 available to delegates in advance of the meeting.

## Organization and opening of the Conference

6. The Conference opened on Wednesday, 11 October 2023, and was attended by delegates from 134 Member States, five Employer (and one adviser) and six Worker experts, and 61 representatives of UN agencies, international governmental and non-governmental organizations. In all, there were 534 participants (388 in presential, and 146 virtually, compared with 374 at the 20th ICLS and 272 at the 19th ICLS. Women comprised 36.9 per cent of all participants, compared with 47.6 at the 20th ICLS and 32.7 per cent at the 19th ICLS. Among heads of delegations, women comprised 34.3 per cent.
7. The Secretary-General of the Conference, ILO Chief Statistician and Director of the ILO Department of Statistics, Mr Rafael Diez de Medina welcomed the participants and highlighted the key importance of this event which marked the 100th anniversary of the ICLS, the main international standard-setting body in the field of labour statistics.
8. The Conference elected Mr Anil Arora, Chief Statistician of Canada (Government, Canada) as Chairperson, Ms Grace Bediako, Chair of Ghana Statistical Service Governing Board (Government, Ghana) as Vice-Chairperson, and Mr Boon Heng Ang, Director of the Ministry of Manpower (Government, Singapore) as Reporter. In his opening statement, the Chairperson thanked the Conference for his election and noted the honour and privilege it was to take on that role. He congratulated the Office on the centenary of the ICLS and emphasized the importance of this Conference as a statistical standard-setting vehicle in promoting social cohesion, social justice, and decent work. He underlined the need for the ICLS to provide clear guidance to countries in relation to labour statistics.
9. The ILO Deputy Director-General, Ms Celeste Drake greeted the participants, noting the honour of taking part in the centenary session of the ICLS. Since the 1st ICLS in 1923 the world had witnessed numerous changes, including in the political, social, economic, and demographic domains, with direct impact on labour markets. Policymakers were more than ever in need of reliable, sound, and comparable labour statistics. She referenced the quote by Paul Wellstone “We all do better when we all do better”, underlining the need for robust statistics. In that sense, the Deputy Director-General paid tribute to statisticians in the past who built the foundation of statistical labour standards.
10. The Deputy Director-General reminded the Conference that the ILO was recommitting to advancing social justice as an essential means to universal lasting peace. In that quest, measuring social justice was key, and the ICLS work was central to those efforts. The daily work of the ILO relies on the availability of relevant labour statistics following sound and transparent methodologies.
11. The Deputy Director-General noted that the accurate measurement of the informal economy was essential to advance social justice globally and promote decent work. She informed the Conference that informality was part of the priority action programmes launched by the ILO Director-General.
12. After listing other central topics to the ILO which would be discussed at the Conference, including Labour Market Information Systems (LMIS), labour migration, unpaid care work, child and forced labour, labour rights, earnings and labour income, work-based violence and harassment, digital platform workers, and updating the occupational classification, the Deputy Director-General praised the continued and fruitful collaboration of the Department of Statistics with other ILO Departments and field offices.

13. The programme of the Conference was adopted without amendments.
14. The Standing Orders of the Conference were those of the ICLS adopted by the Governing Body on 19 November 1981 at its 218th Session.
15. The reports were presented to the Conference in three languages, English, French, and Spanish. The working languages of the Conference were English, French, Spanish, Arabic, Chinese, German and Russian.

## Decisions of the Conference

16. The Conference adopted four resolutions, which are presented in Appendix 2:
  - (a) resolution I: Resolution concerning statistics on the informal economy;
  - (b) resolution II: Resolution to amend the 19th ICLS resolution concerning statistics of work, employment, and labour underutilization;
  - (c) resolution III: Resolution to amend the 16th ICLS resolution concerning the measurement of employment-related income; and
  - (d) resolution IV: Resolution to amend the 17th ICLS resolution concerning household income and expenditure statistics.
17. Resolution I concerned technical recommendations. It revised and broadened prior standards for statistics on the informal economy, enabling the better statistical measurement of informal productive activities, workers, and economic units, extending the measurement scope to cover all forms of work, and introducing an Informal Economy Indicator Framework for increased analytical value.
18. Resolution II concerned an update of the 19th ICLS *Resolution concerning statistics of work, employment, and labour underutilization*, to reflect developments in the measurement of own-use production, remove ambiguity in the measurement of own-use production and volunteer work, and increase clarity in the Spanish version.
19. Resolutions III and IV concerned updates to the 16th ICLS *Resolution concerning the measurement of employment-related income* and the 17th ICLS *Resolution concerning household income and expenditure statistics* to reflect the changes to core elements of work statistics on which these resolutions were based and to prepare the foundation for future work.

## Closing of the Conference

20. At the final sitting of the Conference plenary, the ILO Director-General, Mr Gilbert Houngbo, recognized the efforts of the Chair, the Vice-Chair, and the Reporter of the Conference, as well as those of the Chair of the Committee. He congratulated the Conference on tackling such an impressive range of topics with such dedication and professionalism. He valued the diversity of the experiences shared by delegates from all over the world. He stated that the standards adopted by the Conference would have an impact on the world of work and the wellbeing of workers. He reminded the Conference that decent work was a key pillar of the 2030 Agenda for Sustainable Development, and that reliable, internationally agreed measurement methodologies were crucial to inform policies to attain decent work. He mentioned the many crises, challenges and threats emerging in the world, including the persistent impact of the COVID-19 pandemic, the cost-of-living crisis, political and societal conflicts, and natural disasters, stressing that the ILO's mandate of promoting social justice was more relevant than ever. Promoting universal social protection, strengthening labour institutions, and addressing decent work deficits were the way to social

justice. Robust data on the informal economy would be the basis for a stronger call to action. He concluded by recognizing the work of previous sessions of the ICLS in its 100-year history.

21. Workers' representatives congratulated all participants to the Conference, stressing the exceptionally high quality of the work accomplished. The Conference had earned a place in history by developing and adopting standards which would contribute to improving the wellbeing and living standards of vulnerable workers. The work of the Conference would feed social dialogue and inform policymaking, thus having an impact well beyond the statistical world. A Workers' representative also mentioned that the wealth of discussions at the plenary had been remarkable. He also expressed hope that the ILO would have increased resources to continue and enhance its efforts.
22. An Employers' representative noted that the centenary of the ICLS was proof of the importance and power of statistics, as well as of the value of cooperation. Indeed, the Conference was exemplary of how challenging issues could be resolved through social dialogue. He also highlighted the value of the work done during the previous five years which served as a solid foundation to the work of the Conference, and he looked forward to the future work on the ISCO-08 revision. He stressed the importance of adequately resourcing statistical activities to ensure reliable, timely, impartial statistics to inform decision-making.
23. The Reporter, Mr B. H. Ang, underlined the great work undertaken by the Conference and the professionalism with which it had been undertaken. He acknowledged the density of topics included in the agenda of the Conference, highlighting the relevance of many of those topics to monitor emerging trends in the world of work. He noted the wealth of contents not only of plenary and Committee sittings, but also of side events and special events. He had witnessed genuine commitment by statisticians to be proactive and not just reactive.
24. The Secretary-General of the Conference, Mr R. Diez de Medina expressed deep gratitude to all delegates and sincere appreciation to the dedicated preparation work done by the staff of the ILO Department of Statistics and all others who contributed. He made special mention of the work conducted by so many statisticians over the years, providing the solid foundation on which the newly adopted standards were built. He also thanked the committed leadership of the Chairperson, the Vice-Chairperson, and the Reporter of the Conference, and the Chairperson of the Committee.
25. In closing the Conference, the Chairperson expressed his sincere gratitude to all delegates for their engagement, enthusiasm, and commitment to the pursuit of knowledge, which had been the driving force behind the success of the Conference. He believed the Conference to be a testament to the power of collaboration, social dialogue, and tripartism. He praised the adoption of the *Resolution concerning statistics on the informal economy*, expected to have a significant impact on the world of work and the lives of people. However, he reminded delegates that for the resolution to have a true impact, it needed to be implemented and that the ILO would remain readily available to support implementation. He concluded by thanking delegates, ILO officials, and other support staff for their hard work to ensure an effective and successful Conference.

## Conference proceedings

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### General report

#### Introduction

26. The Conference considered *Report I: General report* (ICLS/21/2023/I) prepared by the Office, which contained a summary of the statistical work undertaken for the period October 2018 – September 2023. In presenting a general overview of the report, the Secretary-General highlighted key topics, activities, and tasks for discussion. He drew out important commonalities across the diverse and multifaceted areas of work undertaken by the Office and underscored an orienting commitment to advancing decent work and global social justice. The Secretary-General noted the continued recognition of statistics within the Office. He pointed to the strong call, during the 108th Centenary Session of the International Labour Conference (ILC) in 2019, for continued work to build a solid empirical evidence base to inform discussions on the Future of Work Initiative, as well as the Director-General's vision on social justice. He noted a number of crucial points for international standard-setting, including the "Beyond GDP" discussions.
27. The Secretary-General highlighted that the agenda for the 21st ICLS addressed numerous crucial topics, most notably the informal economy but also other key concepts, including earnings, classifications, and labour migration, as well as work to refine the production of statistical indicators for the Sustainable Development Goals (SDG). He reflected that the ICLS Centenary provided a unique opportunity to look back on the work done, challenges overcome, and achievements to date, while looking to the future to identify priority areas for adaptations to existing standards and approaches, as well as areas where the development of new conceptual frameworks and methodologies may be required.

#### Celebrating a century of standard-setting in labour statistics

28. The Secretary-General invited the Conference to reflect on the momentousness of the 100th anniversary of the ICLS, noting that the Conference was one of the oldest mechanisms for the setting of international statistical standards in existence. He situated the ICLS within the context of the historical developments that had led to the creation of the ILO in 1919 and summarized the motivation and rationale for the creation of the ICLS in 1923, as well as its unique tripartite structure and its role and relationships with other standard-setting mechanisms and within the ILO structure. He reminded the Conference that although the ICLS was hosted by the Office, it belonged to constituents. He presented some of the major Conventions, Recommendations, Resolutions, and Guidelines adopted by the ICLS over its history, highlighting important areas of change and continuity since the first ICLS. He underscored the historic nature of the changes introduced by the 19th ICLS resolution I and 20th ICLS resolution I, and their continued relevance.
29. The Secretary-General emphasized the continued importance of adapting and updating statistical concepts amidst the dramatic changes taking place in the world of work. He drew attention to the role played by the ICLS standards in guiding the production and compilation of labour statistics at the country level, while noting the important role that evolving country practices played in the development of new statistical standards to better reflect the changing realities of workers and their families around the world. He pointed to the pioneering work implemented by countries and stressed the importance of a continued commitment to forward-looking development and to sharing of experiences and knowledge. The Secretary-General

reminded the Conference that the ICLS was a continuous process and not simply an event, with ongoing work by the Office, countries, and constituents to implement standards and to inform future priorities.

### Statistical activities in the ILO

30. The Secretary-General briefly summarized the role and position of the ILO Department of Statistics within the broader organization and the data ecosystem, noting the active engagement of other Departments. He noted that the Department was created in 2009, was headed by the Chief Statistician and Department Director, and reported to the Deputy Director-General of the ILO.
31. The Secretary-General outlined the role of the Department of Statistics in supporting the compilation of the SDG indicators under ILO custodianship in close collaboration with other technical departments. He emphasized that all programmatic outcomes defined in the ILO's Programme and Budget (P&B) were linked to statistical indicators, with each outcome assigned specific outputs on statistical activities.
32. He explained that regional statistical activities were carried out through the Global Technical Team (GTT) on Statistics, which was coordinated by the Department of Statistics. He summarized the composition of the team, with three labour statisticians based in Africa, one based in the Americas, two based in Asia and the Pacific, and one based in the Arab States, all providing direct assistance to countries at the regional level, and that its members participated in the work of regional statistical bodies and attended meetings of the United Nations Statistical Commission (UNSC).
33. The Secretary-General outlined the ILO Department of Statistics' role in representing the Office in key international fora and within the UN system, including in the Committee of the Chief Statisticians of the United Nations System and in the inter-agency Committee for the Coordination of Statistical Activities (CCSA). He further highlighted the Department's leadership in the ILO delegation to the UNSC and its responsibility for ensuring compliance with the Fundamental Principles of Official Statistics (FPOS) adopted by the General Assembly of the United Nations in 2014, and the Principles Governing International Statistical Activities endorsed by the CCSA.
34. The Secretary-General further explained that statistics in the ILO were actively linked to the UN Secretary-General's Data Strategy. He also highlighted the role of the ILO in the preparation of the System-wide Road Map for Innovating UN Data and Statistics produced by the Committee of the Chief Statisticians of the UN System and adopted by the UN System Chief Executives Board for Coordination in 2020.

### Key recent developments

35. The Secretary-General recalled the major disruption to labour statistics caused by the COVID-19 pandemic, as well as the urgency and importance of timely and accurate information on the impact of labour markets and the world of work during that time. He recalled the unprecedented demand for data to inform new policy tools and economy-wide and public health interventions developed in response to the pandemic. The Secretary-General highlighted the rapid development of pragmatic and effective responses by countries to address some of the statistical challenges of the pandemic, noting the important roles played by national statistical offices (NSO) and governments, as well as Employers' and Workers' organizations in coordinating an effective

tripartite response. He stressed the importance of having strong and consistent concepts in place from past ICLS when the COVID-19 pandemic first struck.

36. The Secretary-General pointed to initiatives at the international level to support countries and to coordinate joint work to minimize the risk of a complete interruption of statistical activities, including work by the CCSA. He outlined the contributions of the ILO Department of Statistics, together with other international organizations, through the development of guidance and tools to support alternative data collection modalities and data sources, and the provision of direct technical support via remote means. The Secretary-General also outlined work undertaken by the Department to assess and communicate findings on the adequacy of labour market and world of work concepts in the context of the COVID-19 pandemic in different country settings.
37. The Secretary-General described the global indicator framework used to monitor progress towards the 2030 Agenda for Sustainable Development. He outlined the role of the ILO and that of Member States within the Inter-Agency and Expert Group on SDG Indicators (IAEG-SDG). He noted that the ILO was the sole custodian for 11 indicators, a joint custodian for 3 indicators, and a partner agency for 3 indicators. He outlined progress made in terms of indicator availability and methodological acceptance in recent years and congratulated Member States for their important and valuable work in this area.
38. The Secretary-General described the ILO's work in fulfilment of its duties on the set of agreed SDG indicators, by providing inputs to the annual report of the UN Secretary-General on progress towards the SDG and by working jointly with the UNSC on the update of the global SDG indicators database. Looking to the future, he noted that a full revision of the tier system was underway in advance of a final refinement process planned for 2025.
39. The Secretary-General described the central position occupied by social justice in the founding of the ILO in 1919 and its subsequent reaffirming as a core and central value by the 1944 Declaration of Philadelphia. He described the revitalization of the concept, following the Director-General's first report to the ILC, at its 111th Session in 2023.
40. The Secretary-General outlined the many global initiatives underway to promote social justice, including the call for a new Global Coalition for Social Justice. He described the parallel intensification of demands for indicators, metrics, and benchmarks to support the measurement of progress across each of the four social justice dimensions. He stressed the need for a feasible and parsimonious set of indicators. He pointed to the relevance of existing frameworks for decent work and the SDG in this regard, indicating that the initiative would capitalize on existing, operational indicator frameworks and the support that they had garnered. The Secretary-General similarly emphasized the importance of the standards and definitions established by the ICLS, as well as those adopted by other statistical standard-setting mechanisms to the forging of a Global Coalition for Social Justice.
41. The Secretary-General outlined the emergence of – and ongoing discussions on – refinements to the UN System of National Accounts (SNA) in the lead up to the proposal of a revised SNA for adoption by the UNSC in 2025. He summarized the origins of the “Beyond GDP” initiative amidst growing attention to the limitations of the SNA and its main headline of Gross Domestic Product (GDP), particularly in terms of wellbeing and environmental concerns. He explained the important role that the Office and labour statistics had played – and continued to play – within the “Beyond GDP” initiative. He noted the relevance of the present discussions by the 21st ICLS for the revision process, particularly for topic of the informal economy.



42. The Secretary-General explained that, as part of the Inter-secretariat Working Group on National Accounts, the ILO Department of Statistics had worked to promote the incorporation of the latest statistical frameworks, as adopted by the 19th ICLS in 2013 and the 20th ICLS in 2018 into the core of the SNA revision.

### Introduction to *Report II Statistics on the Informal Economy*

43. The Conference considered *Report II: Statistics on the Informal Economy* (ICLS/21/2023/II) prepared by the Office.
44. A representative of the Secretary-General, Mr M. Frosch introduced *Report II: Statistics on the informal economy* (ICLS/21/2023/II), and the draft of the *Resolution concerning statistics on the informal economy* included as an appendix in the report. He described the extensive revision work undertaken since the 20th ICLS in 2018. Mr Frosch reported that a dedicated Working Group had been established to support this effort, which had resulted in the development of a proposal for a new statistical standard. Mr Frosch noted that the proposal had undergone extensive discussions at a series of regional meetings, focusing on its technical feasibility, as well as during a Meeting of Experts held in February 2023. Mr Frosch outlined the conceptual framework presented in the draft *Resolution concerning statistics on the informal economy*, including the reference concepts of informal productive activities, the informal economy, and the informal market economy, shaping the structure of the framework. Mr. Frosch described ongoing work to develop enhanced tools for data collection, analysis and dissemination to support countries in the implementation of the new standards.
45. The Conference established a committee on statistics on the informal economy and elected Ms G. Marquez Colin, President of the National Institute of Statistics, Geography and Informatics (INEGI) (Government, Mexico) as the Committee Chairperson.

### Measurement of volunteer work

46. A representative of the Secretary-General, Mr V. Ganta presented a summary of the work to support the measurement of volunteer work. Mr Ganta summarised an ILO-UN Volunteers (UNV) project, undertaken between 2017 and 2022. He outlined the key achievements of the project and provided details of the measurement tools, training materials and ILOSTAT data tables developed as key outputs of the project. Mr Ganta highlighted latest development work on the topic, including linking volunteering to care work, and future planned work, including the development of new concepts and improvement of tools, in collaboration with UNV.
47. A Workers' representative expressed appreciation for the ILO's work and emphasized the importance of the topic. The representative noted the relative newness of standards on volunteer work, and observed that countries had, nevertheless, started to produce information. The representative called on countries to increase the production of data on volunteers, and on the international community to promote the production of such data. The representative noted that the Workers' Group counted many volunteers among their ranks and expressed appreciation for their contributions.
48. Delegates commended the work done by the ILO in relation to volunteer work. Delegates highlighted the importance of measuring volunteer work, noting the complexity of the underlying concepts. Delegates stressed the importance of suitable disaggregation by sex and other characteristics, to support gender-based analysis and policies to close gender gaps.
49. Delegates described measurement experiences with volunteer work, as well as the types of volunteer work that were common in different countries. Several delegates raised specific queries



regarding the scope and boundaries of volunteer work, as set out in the relevant standards and sought clarification on the proposed treatment of various cases such as community-based work to increase resilience to natural hazards and climate change or to respond to disasters induced by natural hazards or climate change.

50. Delegates highlighted that the COVID-19 pandemic had raised the profile and shed light on volunteer work and inquired whether persons assisting their community during the COVID-19 pandemic were covered by the standards.
51. A delegate requested clarification on whether principles were clearly stated in the guidance to distinguish compulsory activities from genuine volunteering. A delegate stressed the importance of extending analysis to assess the factors motivating volunteer work by looking at its relationship to time-related underemployment and labour underutilization. Another delegate queried whether persons engaged in volunteer work were to be classified as employed or unemployed. Another asked for clarity regarding the disaggregation of volunteer work by informality status.
52. An Employers' representative noted the importance of measuring volunteer work. He stressed the relevance of standardized data sources and methodologies and noted the need for improving the capacity of both users and producers of data on volunteer work, and for resource mobilization to support this work.
53. In his response to comments raised by delegates, Mr Ganta thanked delegates for their valuable comments and queries. He clarified that the coverage of the current standards on volunteer work extended beyond volunteering within institutions, to include volunteering by individuals in a wide range of situations. He noted the importance of the 19th ICLS resolution I conceptual framework for organizing that complex and multi-faceted form of work. Mr Ganta clarified the scope and bounds of volunteering as set out in the relevant standards, noting that the specific examples delegates had raised were included in the coverage of the recommendations. A representative of the Secretary-General, Mr K. Walsh provided further explanation of the implications of the 19th ICLS dual framework of work statistics, enabling measurement of participation in different forms of work, including volunteer work, employment and others, alongside labour force status. The ILO strategy is to promote measurement of participation in different forms of work through the labour force survey to enable comprehensive and cohesive statistics on work and the labour force to be generated.

## SDG Indicators

### Monitoring the SDG indicators under ILO custodianship

54. A representative of the Secretary-General, Ms M.C. Sodergren, provided an overview of the SDG indicators for which the ILO was custodian, co-custodian or otherwise involved. These indicators concerned SDG 1, 5, 8, 9, and 10. Ms Sodergren summarized the collaborative SDG global reporting process. She outlined the Office's role and its process for compiling, producing, and reporting data related to SDG indicators alongside relevant metadata and analytical outputs. She requested countries to use existing processes for reporting data to the ILO, by continuing to share microdata and by responding to questionnaires issued by the Office.
55. A representative of the Secretary-General, Ms V. Karkee, outlined recent changes in reporting. Ms Karkee explained that the adoption of the 19th ICLS resolution I had narrowed the category of

employment, and its unequal implementation affected the international comparability of related SDG indicators. Ms Karkee explained that the Office's approach to data dissemination sought to ensure clarity, with published series split based on whether countries applied the 13th or 19th ICLS standards.

56. Ms Karkee summarized the ILO's capacity-building activities, noting that they aimed at strengthening national capabilities in data production and the wealth or resources available on the ILOSTAT portal.
57. Delegates thanked the Office for its work on such an important topic. One delegate queried the use of the term "equality" in relation to the indicators presented. The delegate noted that within the Cooperation Council for the Arab States of the Gulf, the term "enablement" was used in preference to the term "equality" to signal that the focus was to promote equity. The delegate queried if the term "equality" reflected an international convention. Another delegate inquired as to the main source or sources used to produce SDG indicator 8.7.1. on child labour, noting that LFS only provide coverage of the working-age population. The delegate requested guidance on good practices for measuring child labour in LFS.
58. A Workers' representative underlined the important progress achieved on the SDG indicators. The representative stated that the SDG indicators were essential in a context of rapid changes and evolution of the society and the economy. The representative expressed Workers' commitment to support the continuation of the work.
59. In response to the discussion, Ms Sodergren, thanked delegates for their comments and questions. In the interest of time, she noted that the queries raised would be addressed in subsequent dedicated sessions on social protection and child labour statistics.

### Online reporting using SDMX global data structure definition

60. A representative of the Secretary-General, Mr E. Greising, presented activities undertaken by a Working Group on Statistical Data and Metadata Exchange (SDMX) to develop SDMX-based data and metadata formats for SDG indicators. He noted that the Working Group was established by the IAEG-SDG and was composed of statisticians and technical experts on SDMX from national statistical systems, UN specialized agencies and other international organizations, with the UN Statistics Division (UNSD) acting as Secretariat. Mr Greising described the development and testing process that had led to the release of version one of the global SDMX artefacts for SDG indicators together with guidelines to support users, in May 2019, and described the update process, and the periodicity of new releases.
61. Delegates thanked the Office for their work on the topic. One delegate requested clarifications regarding access and use rights for SDMX, as well as its scope, querying its suitability for reporting on indicators other than the SDG.
62. In response to the discussion, Mr Greising confirmed that SDMX was accessible and suitable for all types of statistical data exchange and was not limited to the exchange of SDG indicators. He noted that SDMX was not simply a data exchange but a source of tools, guidelines, and information. He directed interested delegates to the relevant web resources.

## Conceptual advancement for Tier II and Tier III indicators

63. A representative of the Secretary-General, Ms E. Benes provided an overview of the status of SDG indicator 10.7.1 on migrant recruitment costs. She highlighted that SDG 10.7.1 was the only indicator in the SDG monitoring framework that explicitly referred to international migrant workers. Ms Benes noted that the indicator was aligned with the ILO *General Principles and Operational Guidelines for Fair recruitment*, and with the definition of recruitment fees and related costs endorsed through tripartite consultation in 2018. As such, she explained, it was being considered to support monitoring Objective 6 of the 2018 *Global Compact for Safe, Orderly and Regular Migration*, which focused on facilitating safe and ethical recruitment and decent work among international migrants.
64. Ms Benes informed the Conference that the Office, jointly with the World Bank as co-custodian agencies, and in collaboration with selected NSOs, had developed and tested methodology to measure SDG 10.7.1 through a Technical Working Group (TWG). Ms Benes highlighted that indicator 10.7.1 had been re-classified from Tier III to Tier II in December 2019 because of this work. She noted that the methodology required data collection through surveys and could be adapted for use from a country-of-origin or country-of-destination perspective.
65. Ms Benes outlined more recent work by the Office to provide technical support to interested countries, to integrate the topic within the Office's capacity-building activities, and to improve the model survey data collection tools through qualitative and quantitative validation in collaboration with partner countries.
66. Ms Benes noted that several countries had implemented surveys to measure SDG 10.7.1 and some had begun to publish results as official statistics, while other countries had expressed interest. Ms Benes pointed out that, despite recent progress, measurement of SDG indicator 10.7.1 remained very limited globally due to several major challenges such as limited funding and methodological complexity, noting that the COVID-19 pandemic had halted pilot testing and survey activities in many countries. Ms Benes underscored the opportunities presented by the 2020 round of population censuses and various administrative sources. She noted that these sources could serve as basis to support sampling design for surveys measuring SDG indicator 10.7.1. She also highlighted the potential to include add-on modules in existing surveys, such as LFS, in countries with sizeable immigrant populations, as well as multi-mode data collections to improve coverage of emigrant workers from a country-of-origin perspective.
67. Delegates expressed support for the important work to date and for the continued development of methods and guidance on the measurement of SDG indicator 10.7.1. Some delegates shared experiences of measurement on the topic and requested specific clarifications on several conceptual and methodological issues.
68. A Workers' representative expressed appreciation for the outstanding progress made on the measurement of SDG indicator 10.7.1 and supported further work on the topic, as well as the involvement of workers in capacity-building programmes.
69. An Employers' representative congratulated the Office for the progress made and expressed support for continued work on the topics presented. He noted the increasing use of data in decision-making and the vital importance of regular data availability on labour migration, although lack of data remained an obstacle in some areas. The representative requested

additional technical assistance to improve Employers' understanding of the SDG reporting and monitoring process. The Employers' representative stressed the importance of continued strong inter-agency coordination, cooperation, and data sharing to promote the use of combined data sources for migration indicators and expressed support to the Global Compact on Migration.

70. In response to the discussion, Ms Benes expressed appreciation to delegates for their support and interest in the ILO's work on the topic. She thanked delegates for describing their experiences on the topic. She provided clarifications on the various issues raised by delegates and noted that the published measurement guidance contained information for national adaptation in different settings. She summarized some measurement strategies to enhance respondent recall and comprehension, noting that the model questionnaires had been validated prior to release.
71. Ms Benes noted that the suitability of the LFS as a source would depend on the typical living arrangements of migrant workers in the country. In settings where migrant workers generally resided in group quarters, household sample surveys would not adequately capture all measurement components. She highlighted the need to consider the typical living arrangements and sectoral concentration of migrant workers to ensure adequate coverage.

#### **SDG indicators framework: lessons learned and future direction**

72. The Director of the UN Statistical Division, Mr. S. Schweinfest, expressed his pleasure to be speaking at the Centenary of the ICLS, and his esteem for the Office and the model of social dialogue that it had pioneered as the only tripartite UN agency. He summarized the structure and responsibilities of the UNSD, which included responsibility for the Global SDG Indicators Database.
73. Mr Schweinfest underscored the collaborative process of compilation of SDG indicators, noting that it was a good example of the collective work of the UN System. There had been a quantum leap in terms of the number of indicators from the Millennium Development Goals (MDG) to the SDG, from 60 MDG indicators to more than 230 SDG indicators. Mr Schweinfest noted a similarly impressive increase in SDG data records since the introduction of the SDG indicators, from 330,000 data records in 2016 to 2.7 million in 2023. He also emphasized a significant boost in the quality of indicators which had resulted in the elimination of the lowest Tier III and a substantial increase in the number of indicators with the highest Tier I. He acknowledged that challenges remained, highlighting a number of remaining data gaps, the persistence of uneven geographic coverage, and important funding gaps in statistical systems of some countries.
74. Looking to the future, and reflecting on lessons learnt, Mr Schweinfest stressed the technical and political challenges posed by the development of a global indicator framework, while noting important opportunities. He underscored the need for statisticians to be involved from the very beginning of future goal- and target-setting, so that measurement and monitoring would be integrated from the outset.
75. Mr Schweinfest concluded by promoting the concept of a "data dividend", a call for long-term investment in the production of data which recognized the multiplier effects of strategic and sustainable investments in data and positioned data as enabler of development.
76. The Secretary-General thanked Mr Schweinfest for his intervention, underscoring the importance of his participation as Director of UNSD in the ICLS. The Secretary-General outlined the Office's

key role at the statistical level of the SDG process, including to promote data availability and methodological development. He also emphasized the central role performed by the ICLS for SDG indicators on decent work, noting that the indicators developed and adopted by the ICLS had a set of metrics and the endorsement of governments, Workers, and Employers.

77. The Secretary-General urged delegates to anticipate the shape of the next global development agenda. He focused attention on the importance of adapting existing measurement frameworks, reducing the demands placed on NSO to produce indicators, and proactively developing indicators to capture key emerging issues in the world of work.

### **Implementation of the *Resolution concerning statistics of work, employment, and labour underutilization***

78. A representative of the Secretary-General, Mr K. Walsh, gave an overview of the work done to develop tools and guidance to apply the standards adopted by the 19th ICLS. He explained that the 19th ICLS standards were a key pillar for labour- and work-related statistics, providing an expanded forms-of-work framework, updated definitions of key indicators on employment and unemployment, and a wider basis to understand the work people did and how they engaged with the labour market. The *Resolution concerning statistics of work, employment, and labour underutilization* became a basis for the adoption of further standards on work relationships at the 20th ICLS and the standards on the informal economy being discussed at the 21st ICLS. When the resolution had been adopted in 2013 the ICLS had asked the ILO to develop guidance to support its implementation. In response, the ILO had embarked on a process to develop and expand relevant tools. An important focus of the work was to collaborate with countries to ensure that guidance would be built on evidence from studies and surveys, and several rounds of studies had already taken place. The objective was to deliver model questionnaires and supporting guidance to help countries implement the standards with good measurement practices. The first model questionnaire was launched in 2018, and the guidance and tools had subsequently been expanded and updated building on further studies. In addition, coverage of guidance had been widened to additional topics as well as to support implementation of the standards in the 2020 round of population censuses. Mr Walsh noted that many important lessons had been learned from the process to develop guidance and that the tools available had been a very useful reference for countries to implement surveys, although further work to consolidate and update them was required and planned.
79. In the discussion, delegates shared their plans for testing and implementing the 19th ICLS standards. Mr Walsh took note of these plans, highlighting the ILO's interest in being informed of advances to promote knowledge creation and sharing.
80. Interventions by several delegates pointed to the increased interview time, longer survey questionnaires, reduced response rates, and the need to reduce or eliminate proxy respondents (and the related budget implications) as the major challenges found in the implementation of the 19th ICLS standards. Acknowledging these challenges, Mr Walsh expressed that, given the growing demand for more detailed data to describe a fast-evolving complex world of work, longer survey questionnaires seemed inevitable, and there was a need to manage declining response rates in that regard. Also, although eliminating the use of proxy respondents seemed impracticable financially, it was necessary to strive for its reduction to preserve data accuracy.
81. A delegate underlined how having implemented the 19th ICLS standards early on proved to be highly beneficial during the height of the COVID-19 pandemic, since the improved measurement

of key concepts and the additional indicators enabled a better understanding of the impact of the pandemic on the world of work.

82. A delegate inquired about the expected impact of implementing the 19th ICLS standards on key labour-related indicators. Mr Walsh explained that an impact was to be expected, although the extent of the impact depended on the country context, and particularly, on the size of the agricultural sector and the prevalence of subsistence agriculture. He also noted that, in addition to the impact resulting from the actual application of the new standards, there could also be an impact related to changes in survey methodology.
83. Mr Walsh then proceeded to give an overview of planned work to develop further the guidance available to support application of the latest standards through household surveys. This would include updating model questionnaires and related guidance using evidence from recently completed studies on informality and the measurement of own-use provision of services. Further studies were planned on the implementation at full-scale of the accumulated guidance through LFS, incorporating a focus on data use and the topic of care work, as well as other key topics where testing was desired. Capacity-building would also be updated including a new course on LFS design to be hosted at the International Training Centre of the ILO (ITCILO) in Turin in 2024, as well as updates to other training courses and development of additional training material, freely accessible online.
84. However, many challenges persisted, and some prioritization of future activities was needed. From the ILO perspective, challenges included resource limitations to provide all the required support, particularly in multiple languages. From the country perspective, key challenges involved the need for more accessible guidance covering additional topics and methodologies. Communication challenges and dealing with breaks in series were of particular importance, with countries facing difficulties to convince key users and stakeholders of the benefits of application of the latest standards.
85. Tightening resources for statistical activities and especially household surveys, the need for thorough training of field staff on revised survey questionnaires, and the difficulty to effectively communicate the results after the methodological change were cited as the main hindrances to the application of latest standards. This was noted and it was agreed that the ILO would explore developing guidance to address these challenges.

### Measurement of unpaid domestic and care work

86. A representative of the Secretary-General, Ms S. Watson provided an overview of the ILO's work to develop light time-use modules to measure unpaid domestic and care work (UDCW) via national LFS in low- and middle-income countries (LMICs). She noted that although the 19th ICLS standards had brought UDCW within the reference scope of work statistics, the operationalization of these standards for the measurement of own-use provision of services had lagged, in large part due to the cost and complexity of full time-use surveys, the default measurement approach. Ms Watson also spoke about relevant parallel developments in the measurement of UDCW, including the endorsement of the ICATUS-16 by the UNSC in 2017 and SDG indicator 5.4.1. on the proportion of time spent on UDCW. She noted the ILO was an active member in the UNSD coordinated Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics (EG-TUS), and that the measurement tools and guidance produced by the ILO were aligned with EG-TUS draft guidance.
87. Ms Watson described the benefits of using add-on time-use modules attached to an LFS as a source of data on unpaid domestic and care work, as well as the limitations and key considerations of modular time-use measurement approaches. She outlined the situations in which countries might consider adopting modular measurement, noting that the approach was not intended to



replace independent, or dedicated, time-use surveys, but could provide a useful alternative or complement in countries lacking the resources for regular independent time-use surveys. Ms Watson summarized the aspects prioritized for testing of the tools, conducted in collaboration with NSOs and academic and research institutions, which had included (i) the development of strategies to reduce under-reporting of unpaid care work; (ii) the measurement of simultaneity and multi-tasking; (iii) the inclusion of a time dimension in the sample design; and (iv) probabilistic sampling of respondents within households. She summarized the qualitative and quantitative pilot methods used, key findings and next steps.

88. In the discussion, several delegates indicated the high value of the work conducted by the ILO and support for its continuation. Some delegates shared their experiences with time-use measurement, noting both successes and difficulties. Other delegates raised challenges related to the laborious nature of data collection, the measurement of supervisory care, and the choice of time intervals. A mobile phone application used to record time-use in one country showed that many activities carried out lasted five minutes or less, whereas 10 or 15-minute time intervals were often the smallest interval used in data collection instruments.
89. Ms Watson agreed that self-administered, mobile phone app- and web-based applications could support shorter minimum time episodes. She noted that the tools developed by the Office were intended for use in retrospective, interview-mode in CAPI CSPro in LMIC, which had narrowed the range of design options. Ms Watson highlighted the need to strike a balance between data precision and practicality of data collection, including in the choice of time intervals, pointing to 15-minute intervals as a satisfactory compromise, while noting the need for interviewer training to ensure consistent practice in recording intervals.

### **Amendments to the *Resolution concerning statistics of work, employment, and labour underutilization***

90. A representative of the Secretary-General, Mr K. Walsh, introduced four possible sets of updates to the *Resolution concerning statistics of work, employment and labour underutilization* adopted by the 19th ICLS, as discussed in [room document 6](#). One of these related to the definition of volunteer work and in particular, to the exclusion in paragraph 38(c) referring to work performed during paid time off granted by the employer. This could be interpreted as also referring to volunteer work performed during paid vacation. The Spanish language version was considered more specific adding that this referred to paid time off granted to do the work. Additional language in English and French could align with the Spanish wording and remove ambiguity.
91. The second potential set of updates put forward referred to own-use provision of services and were motivated by developments since the adoption of the resolution by the 19th ICLS. Inconsistencies had been noted between the activity clusters proposed in paragraph 22(c) of the resolution and the ICATUS-16 adopted by the UNSC in 2017. In summary, the division of activities across the four activity clusters proposed in the 19th ICLS resolution was inconsistent with the division of activities across major groups and divisions within ICATUS-16 – specifically with reference to the placement of care for pets and household waste disposal and recycling. The implication of this was that statistics produced under the two frameworks would not be aligned. The possible amendments related to moving pet care and household waste disposal and recycling to other activity clusters to harmonize the two frameworks.
92. The third set of updates regarded the use of a one-hour threshold as a minimum threshold for the recording of participation as defined in paragraphs 21 and 22(a) of the resolution. The formulation in force stated that a cumulative total of one hour of work had to be performed within the stated reference period for the form of work. Own-use production work was defined as

comprising both own-use production of goods and own-use provision of services, with two different reference periods defined – four weeks for own-use production of goods and one or more 24-hour periods for own-use provision of services. The one-hour threshold could be considered ambiguous due to the two different reference periods, but if applied to own-use provision of services alone would imply the exclusion of activities not amounting to at least one hour in a 24-hour period – which would in fact exclude the activities of many individuals, more frequently men in several regions. Indeed, existing statistics showed that average time spent by men in own-use provision of services was often less than one hour. Importantly, SDG indicator 5.4.1 on time spent on unpaid domestic and care work (adopted by the international community as part of the SDG Global Indicator Framework), while consistent with the scope of activities covered by own-use provision of services, did not propose an exclusion of activities of less than one hour. The application of a one-hour threshold was also inconsistent with wider practice in the field of time-use measurement. The net effect was that if statistics were produced strictly applying the one-hour threshold in the resolution, they would be inconsistent with statistics used to generate SDG indicator 5.4.1 and time-use statistics typically generated on this topic. The possible amendment involved the removal of the one-hour threshold specifically for own-use provision of services through amendments to paragraph 21 and paragraph 22(a).

93. The final update proposed to the resolution concerned the Spanish version of the document. It was suggested to change the term *otras actividades productivas* to *otras actividades laborales* to avoid any misinterpretation of the term.
94. The Conference agreed with all the amendments suggested, so it was decided that an updated version of the resolution would be prepared and circulated with a view to proposing it for adoption during the last plenary sitting.
95. Regarding the removal of the one-hour threshold for own-use provision of services, in response to a delegate expressing concern that this would bring inconsistency with the measurement of employment, Mr Walsh indicated that complete measurement consistency across forms of work could never be guaranteed due to the different reference periods put forward.
96. In the discussion, a delegate inquired about the need for alignment with the ICATUS-16. Ms S. Watson indicated that the ICATUS-16 was becoming the default international standard for time-use measurement, with regional classification schemes made inter-operable with ICATUS in recent years.
97. A delegate requested that the amendment on volunteer work add as much clarity as possible, unequivocally stating whether all volunteering arranged and paid for by the employer should be excluded.
98. Next, Mr Walsh provided an overview of the current definition of subsistence foodstuff producers that identified this group as a subset of own-use producers of foodstuff, being those producing foodstuff as an important contribution to livelihood and not a recreational activity. In practice, the additional criteria were typically not operationalized in surveys, meaning the default approach was to identify all own-use producers of foodstuff as subsistence foodstuff producers. Data from a pilot study in Sri Lanka demonstrated that the operationalisation of the criteria was complicated and made a significant difference to estimates generated. Among other things this highlighted that the default approach could be considered problematic. In addition, the analysis suggested there could be value in a wider discussion on the need for statistics on subsistence (including but not limited to subsistence foodstuff producers), perhaps proposing additional complementary indicators on subsistence households.



99. Acknowledging the interest shown by delegates, the ILO would continue its work on this topic, particularly conducting further studies since the Sri Lanka pilot study was not deemed sufficient to generate a clear measurement approach.

### Review of national LFS practices

100. A representative of the Secretary-General, Ms R. Gammarano, provided a brief description of the usual review of national LFS practices conducted by the ILO Department of Statistics to inform each ICLS of the status of implementation of latest statistical standards and give an overview of country practices in relation to work statistics. A novelty introduced in the 2023 review exercise was the design of a dedicated online platform to collect the required information with a view to building a database of country practices regularly maintained. Implementation of the resolution I adopted by the 19th ICLS was complex to assess since it involved the definition of employment and its boundaries, the measurement of other forms of work, and the production of various labour underutilization measures. However, the 2023 review compiled information on 126 countries (by September 2023) showing that implementation was steadily growing, with many additional implementation plans underway. Over 100 countries were producing labour underutilization indicators in complementarity to the unemployment rate, although communication challenges and lack of national priority prevented several of them from disseminating all labour underutilization indicators produced. The measurement of forms of work other than employment still involved a limited number of countries (about half or less of reporting countries depending on the form of work) but with a growing trend given future measurement plans communicated.
101. A Workers' representative supported the work done by the Office and encouraged countries to widen the measurement and dissemination of information on labour underutilization and the different forms of work.

### School-to-work transition statistics

102. Representatives of the Secretary-General Mr Y. Perardel and Mr Q. Mathys gave a brief overview of the use and status of school-to-work transition statistics. After explaining what was considered the school-to-work transition, they expanded on the two main measurement instruments used: the school-to-work transition survey and the LFS. Three dedicated school-to-work transition surveys had been conducted since 2018 with financial and technical support from the ILO: in Burkina Faso (2019); Congo (2022); and Côte d'Ivoire (2022). To overcome the difficulties in organizing such surveys and their high cost, the ILO had developed a methodology to derive transition-related indicators from conventional labour force surveys. They presented YouthSTATS, a database available in ILOSTAT containing a set of indicators describing the labour market situation of young people between the ages of 15 and 29.
103. In the discussion, an Employers' representative drew attention to the paradox of young people looking for jobs while employers looked for workers, but neither of those searches were satisfied due to skills mismatches. The representative then highlighted that most countries lacked proper systems of skills anticipation and requested the office to conduct more work to develop a room document on skills anticipation for the next ICLS.

### Statistical definitions of care work

104. A representative of the Secretary-General, Ms S. Watson, summarised the growing demand for statistical definitions of care work. She noted this demand had grown in parallel with acknowledgement of the central importance of a well-functioning care economy for broader

economic and societal goals, and amidst the increasing prominence of the care economy in national policy agendas. She introduced the various relevant international standards and classification schemes, noting that in practice, a wide variety of methodologies were being implemented by countries, international agencies, non-governmental organizations, and researchers as discussed further in [room document 8](#). She indicated a need to work towards internationally agreed statistical standards to inform the measurement of care work and to promote consistency and international comparability.

- 105.** The Conference expressed strong support for the establishment of a technical working group to advance on proposals for potential international statistical standards on the measurement of care work, given the centrality of the topic, and several countries expressed interest in participating in the work. Many delegates agreed on the need to discuss a statistical definition and conceptual and indicator frameworks in the next 22nd ICLS and for that, encouraged the ILO to move in this direction.
- 106.** An Employers' representative reminded the Conference that the work conducted under the auspices of the ICLS was of a statistical nature, and that a wider (non-statistical) standard-setting process involved the ILC.
- 107.** A Workers' representative highlighted the importance of the proposed work on care economy measurement to improve the gender sensitivity of work statistics.
- 108.** Some delegates raised particular aspects to keep in mind the development of a standard methodology to measure care work, including the role of care work in times of emergency or following a natural disaster, the need to measure market-based care work and care work provided by the State or the community, and the budgetary implications of care work.

### **Update of the resolutions and guidance on the measurement of work-related income**

- 109.** Representatives of the Secretary-General, Mr K. Walsh and Mr. V. Ganta presented proposals to update resolutions and guidance on the measurement of work-related income. Mr Walsh described the growing demand for updated measurement guidance on the topic and recent developments to meet this demand as described in [room document 9](#), including the work to update resolutions from the 16th and 17th ICLS.
- 110.** Mr Ganta provided an overview of the evolution of employment-related income standards and guidance since the 1st ICLS and presented the proposed amendments to the 16th and 17th ICLS resolutions designed to produce alignment with later standards. Mr Ganta described priorities for future work related to the updating of standards and tools and described the consultation process with constituents conducted by the Office in preparation for the 21st ICLS. Mr Ganta highlighted the rationale for updated standards and the related guidance to reflect changes in the world of work and statistical standards in the last decades, including resolutions adopted at the 19th and 20th ICLSs. Mr Ganta and Mr Walsh concluded with a presentation of the text of the 16th and 17th ICLS resolutions and explained the proposed amendments in detail.
- 111.** Delegates expressed satisfaction with, and appreciation of, the opportunity to participate in the consultation process initiated by the Office. Delegates suggested priority areas for further work in advance of the 22nd ICLS covering both measurement and conceptual issues.
- 112.** One delegate noted that the development or updating of statistical standards had been proposed for multiple topics for submission to the 22nd ICLS. The delegate suggested that it would be beneficial to establish priority topics, in the interests of maintaining a manageable process. The delegate proposed that updates to the statistical standards for the measurement of work-related income was an important topic and should be prioritized.

113. Delegates expressed support for updates to the 16th ICLS resolution I and the 17th ICLS resolution I, noting the need to address inconsistencies, as well as to reflect rapid processes of change in the world of work.
114. Delegates further expressed support for the establishment of a Working Group of Experts to advance the process.
115. Mr Walsh welcomed the support received from the Conference for the updates to the 16th and 17th ICLS resolutions and noted the areas delegates had identified as in need of further work, confirming that the office will be advancing on these priorities in consultation with countries.
116. The Secretary-General welcomed the Conference's broad support for the proposed amendments to the 16th and 17th ICLS resolutions. He reiterated the narrow scope of the proposed amendments, and reminded the Conference that the purpose was to align with subsequently adopted resolutions, rather than to re-open the resolutions to an extensive revision process. The Secretary-General noted delegates' views that further work was required on the topic and highlighted the need for further consultation. He reiterated the importance of linking updates to the revision of the SNA and also considering how to prioritise and manage the many areas of further work being supported by the conference.

### Work-related violence and harassment

117. A representative of the Secretary-General, Ms A. Rakotonarivo presented an overview of the progress achieved by the Office on work-related violence and harassment statistics following the adoption of the Violence and Harassment Convention (No. 190) and Recommendation (No. 206) by the ILC in 2019, as presented in [room document 10](#). These developments included a review of potential data sources, advancement of work needed to develop a conceptual and measurement framework, testing conducted in collaboration with NSOs and academic and research institutions.
118. Delegates congratulated the Office on its work and encouraged further development by the ILO in consultation with a possible working group, noting the Office's strategic relevance, and the value of clear concepts and definitions. Delegates noted that the topic occupied an essential role in the wider promotion of decent work and social justice. Delegates expressed interest in using the tools developed by the Office, once finalized, and in learning from other countries' experiences. Delegates further expressed willingness in participating in future discussions and methodological work on the topic.
119. Delegates described work to ratify Convention No. 190 in their countries, as well as other measures to deter and penalise work-related harassment. They also described their experiences of measurement on the topic, including some of the good practices such as approaches to minimize respondent variation in subjective understandings of work-related violence and harassment, the need to establish data protection and confidentiality protocols, and to centre ethics and safeguarding at all points in the process.
120. Delegates highlighted the complexity of the topic in measurement terms and stressed the importance of harmonizing measurement practice internationally, to support the international comparability of data. One delegate stressed the importance of embedding measurement on the topic in nationally representative sample surveys to avoid inflating incidence figures. Other delegates noted that inclusion in the LFS can be challenging due to existing burden levels and raised the possibility to develop a lighter version of a questionnaire.
121. An Employers' representative noted the sensitivity of the topic and the vital importance of data protection protocols. The representative also noted the need to ensure dedicated training for interviewers to assist with building rapport, putting respondents at ease, and promoting

disclosure of sensitive subjects. The representative further highlighted the need to have resources or protocols in place to refer respondents reporting violence or harassment to appropriate services for assistance.

122. A Workers' representative confirmed interest in the topic, noting that Workers' Groups were both users and producers of the data. The representative described targeted sectoral surveys undertaken on the topic and shared selected results. The representative stressed the need for clear concepts and definitions as a foundation for measurement and noted the importance of measurement as part of a strategy to end work-related violence and harassment.
123. In response to the discussion, Ms Rakotonarivo thanked the delegates for their support to the ILO's work on the topic. She noted delegates' feedback that the topic was of high importance and their stated interest in pursuing the topic.
124. Ms Rakotonarivo responded to the methodological points highlighted by some delegates. She noted the importance of learning from measurement approaches developed for other domains of violence, with application to work-related violence. She highlighted opportunities to similarly adopt and refine established practices regarding ethical and safeguarding principals, the selection and training of interviewers, and the establishment and utilization of referral mechanisms, complementing existing practice with additional guidance, when gaps or shortcomings were detected.
125. Ms Rakotonarivo took note of concerns related to over-burdening the LFS, and the potential to make use of other surveys for measurement of the topic. She similarly acknowledged the concern related to the representativeness of samples.

## Response of labour statistics to COVID-19

126. Representatives of the Secretary-General, Mr K. Walsh and Ms E. Benes presented on the impacts of the COVID-19 pandemic, particularly on labour statistics production. Mr Walsh explained that an early study of impacts in 2020 had shown that measures taken related to the pandemic had majorly affected the ability of many countries to conduct household-based surveys. Mr Walsh described a later global review in 2021 which had showed that nearly half of countries with a planned LFS for 2021 had had to suspend interviewing at some point in time, with many instituting telephone interviewing as an alternative solution. Mr Walsh noted that the impact of the pandemic on countries' data collection had been heavily determined by the prior mode and frequency of data collection. He noted that countries that had well-established remote data collection methods (for example, telephone or self-administered web interviewing) had been relatively less affected.
127. Ms E. Benes described a range of additional guidance the ILO had created to support countries to produce information on work and labour market engagement during the COVID-19 pandemic. This included early guidance on the need to maintain existing statistical definitions from the 19th ICLS standards and the need to prioritize measurement and dissemination of data on key groups, including employed persons absent from work, hours actually worked, persons working more or less hours than usual by reason, job losses by reason for job ending, among others. Ms Benes reported that early guidance was also issued to support continued production of the Consumer Price Index (CPI) and on how to define and measure working arrangements becoming increasingly prevalent during the pandemic, such as remote work, telework, work from home and home-based work (see [room document 13](#)).

128. Ms Benes noted that, given the proliferation of rapid surveys during the pandemic period, the ILO had also issued guidance on appropriate uses of rapid surveys, as well as minimal modules suitable for rapid surveys to capture the main impacts at household and person level following good survey practices. The ILO had further collaborated with multiple UN agencies, regional organizations, and networks in the conduct of capacity building and development of joint guidance.
129. Delegates noted the importance of this topic. Many delegates recalled the disruption of the pandemic and the intense challenges it presented for the production – and communication – of official statistics, particularly in its initial phases. Some delegates highlighted that the impact of the pandemic on their country’s statistical system continued to linger.
130. Delegates expressed gratitude to the ILO for the support and advice provided during the pandemic, noting that it had been vital, particularly about conceptual decisions and the provision of measurement guidance and model questionnaires.
131. Delegates described the practices adopted in their countries in response to the pandemic, highlighting the different survey modes, measurement approaches, use of alternative sources, revisions to sample designs and sampling frames, and various others. Some of these changes had been retained in several countries, such as the use of telephone interviewing or measurement of remote work. Delegates emphasized the importance and benefits of retaining core definitions for labour statistics throughout the pandemic, complemented by the introduction of additional measures and indicators to capture pandemic-related issues, including questions related to pandemic-induced lay-offs, bankruptcies, and telework, as well as receipt of pay, including wage subsidies.
132. Delegates spoke of the importance of learning lessons from the pandemic, noting that the points raised by the two representatives of the Secretary-General condensed important areas for review. Several delegates highlighted the vital importance of continued collaboration to prepare for future challenges and crises and the need to adopt a “resilience perspective” to maintain the statistical system even if future crises are different in nature.
133. Several delegates noted the resilience of core concepts, measures, and measurement instruments for labour statistics, in rapidly evolving contexts in which governments were adopting unprecedented policy interventions. Several delegates mentioned the importance of having adopted the 19th ICLS standards in advance of, or in the aftermath of the pandemic.
134. An Employers’ representative reflected that it could be useful to have an indicator to track the number of companies in a country, so that, in the context of a future crisis or disaster, the impact on companies, particularly the number of companies created or extinguished could be known.

## Statistics of cooperatives

135. A representative from StatClass, Mr D. Hunter, described the progress made in developing methods to compile statistics on cooperatives since adoption by the 20th ICLS of the *Guidelines concerning statistics of cooperatives*, as described in [room document 14](#). He focused mainly on the lessons learned from the ILO pilot study on the applicability and implementation of the guidelines in Costa Rica, Italy, the Republic of Korea, the United Republic of Tanzania, and Türkiye. Statistics on cooperatives would be a step towards, and ultimately form part of, a wider set of statistics encompassing all elements of the Social and Solidarity Economy (SSE). The wealth of information about cooperatives already held in the databases of NSO could be put to effective use to compile statistics of cooperatives. This would require cooperatives to be identifiable in original data sources and statistical infrastructure such as establishment surveys and business registers, which

was currently not always the case. The ideal approach was to complement statistics derived from mainstream national data collections with periodic special purpose collections such as cooperative censuses.

136. Little progress had been made on developing methods to measure the special economic effects of cooperatives, as well as the social and environmental impact and benefits of cooperatives. While progress had been made on the development of data collection methodologies, there was a need for further methodological work and testing.
137. Some of the issues identified during the pilot studies could be addressed in the short term by updating and extending the information guide *Measuring Cooperatives* published by the ILO in 2021. In the longer term, comprehensive methodological guidance could be provided in a manual on statistics of cooperatives, proposed to be presented at the 22nd ICLS.
138. The Conference expressed support to the continuation of the work on statistics of cooperatives and the development of a manual to be presented at the 22nd ICLS. It was agreed that NSOs and the cooperative movement would be involved in the discussions to benefit from their experience and expertise, noting that a modular manual may be preferred to a linearly organized manual. A delegate suggested involving also economic statisticians since cooperatives did not refer only to individuals, but to the economy as well.
139. Several delegates shared their experiences in deriving statistics of cooperatives from various sources, including administrative registers and LFS. In response, the representative of the Secretary-General stressed the value of exploiting current data sources including administrative data, and the efforts to find possibilities for measurement via labour force surveys that would not add significant burden.

### Measuring the social and solidarity economy

140. A representative of the Université du Québec à Montréal, Ms M. Bouchard spoke about the measurement of the SSE, stressing the need to work towards international guidelines concerning statistics of the SSE, including establishing a statistical definition of the SSE, as discussed in [room document 15](#). She pointed out the challenges to measuring the size and evolution of the SSE in a standardized and comparable manner, adding that the SSE was typically not measured as a specific subset of the economy, but rather with components appearing under separate statistical categories. Existing international statistical frameworks related to the SSE were inconsistent with the definition of the SSE adopted by the ILC in 2022. Ms Bouchard mentioned that the Strategy and Action Plan (2023-29) adopted by the ILO Governing Body in 2022 comprised among its objectives the development of international guidelines on statistics concerning the SSE. She also introduced a proposed roadmap towards international statistical standards.
141. In the discussion, one delegate requested coordination between the work on statistics of cooperatives and the work on statistics of the SSE. He also encouraged the active participation of NSOs and the ILO Department of Statistics in a possible Technical Working Group. Another delegate underlined the prevalence of the informal economy in the SSE, to be kept in consideration in the development of measurement guidelines.
142. The Secretary-General took note of the strong support expressed by participants to continuing the work on SSE measurement. He acknowledged that resources allocated needed to reflect the priority given to the development of statistical frameworks on cooperatives and the SSE and called for the ILO constituents' support in budget discussions.



## Labour migration statistics

143. A representative of the Secretary-General, Ms E. Benes provided an overview of the work done by the Office following the endorsement of the *Guidelines concerning statistics of international labour migration* adopted by the 20th ICLS in 2018, as described in [room document 16](#). These included conceptual development activities, consultations with the ILO technical working group on the topic, preparation of country case studies and survey pilot tests in partnership with selected countries, and a global review of national practices from 2015 to 2023. Ms Benes informed the Conference of developments in closely related international statistical standards that had taken place since the endorsement of the guidelines, such as the new UN conceptual framework for statistics of international migration and mobility and others.
144. Ms Benes summarized the results of a review of country practices which had documented differences in the availability and use of the main sources for statistics of international labour migration. Overall, slightly less than half of countries covered by the review had in place the three main types of data sources recognized. Most countries had reported having plans to improve their statistics on the topic within five years but faced funding challenges, quality issues with existing sources, and lack of access to administrative data by the NSO.
145. To address the issues and needs identified and to ensure coherence across closely related statistical standards, Ms Benes presented a proposal to revise the text of the 20th ICLS guidelines, as described in [room document 17](#). The proposal included a revised conceptual framework for statistics of international labour migration and mobility. The proposal splits the three components highlighted in the guidelines to separate the different priority groups related to international labour migration from those related to temporary international labour mobility and expanded the scope to also include concepts and definitions related to labour emigration, thereby identifying nine priority groups that could be measured depending on country priorities. Additional expanded guidance was also introduced covering a range of topics to support wider and improved measurement and dissemination of statistics.
146. The Conference widely welcomed the ILO's proposal to finalize the proposed revision of the 20th ICLS Guidelines concerning statistics of international labour migration by mid-2025, based on additional consultations with the existing Working Group on the topic. In the discussion, some delegates mentioned specific aspects of labour migration measurement to consider, including the need to plan for regular statistical production, sampling challenges to derive labour migration statistics from labour force surveys, and the prevalence of the informal economy in labour migration. A delegate requested that the guidance and tools developed be translated into Spanish as soon as possible.
147. An Employers' representative highlighted the importance of prioritizing data on skills of migrants to support the integration agenda.
148. A representative of UNECE mentioned that the following census round would introduce labour migration as a census topic, encouraging the close collaboration between the census working group and the labour migration working group.

## Engendering informality statistics

149. A representative of the Secretary-General, Mr. K. Walsh presented information on a project the office had undertaken to engender informality statistics, as described in [room document 19](#). Mr Walsh explained that the project was initiated, with support from the Bill & Melinda Gates Foundation, to support the development of new statistical standards on the informal economy, together with appropriate measurement approaches, with a particular focus on ensuring the

incorporation of a strong gender perspective. Mr Walsh described the project's multiple overlapping workstreams, including a substantial pilot testing programme in Uganda and Peru aimed at generating questionnaire content for inclusion in the model LFS questionnaires published by the Office. Mr Walsh explained that an additional focus of the work was to identify and reduce barriers to effective data use in policy development and evaluation. He described the different stages of the work, along with key findings.

150. Mr Walsh noted that the first reports detailing the project findings would be published after the ICLS, along with updated LFS questionnaire content, with additional outputs published in the months following the ICLS. He noted that the findings would also be used to update capacity-building materials and would be widely disseminated through relevant channels. Mr Walsh highlighted some key areas of reflection. He stressed the importance of testing work on a selective basis, in close collaboration with countries, and of leveraging the work being done in many countries to test and improve questionnaires. He expressed the Office's appreciation to the many collaborators to the pilot studies and thanked the Uganda Bureau of Statistics and Instituto Nacional de Estadística e Informática of Peru for their commitment to the work, as well as the expertise provided that made the work a success.
151. An Employers' representative noted the importance of the work to engender informality statistics and thanked the Office for its leadership on the topic.
152. Delegates described their experiences of measurement on the topic and welcomed the forthcoming publication of improved tools and measurement guidance. Delegates requested the continued support of the Office to implement and advance the measurement of informal employment in LFS, and requested the Office to develop aligned tools and guidance for attachment to surveys other than LFS.

### ISCO-08 revision and recent developments

153. A representative of the Secretary-General, Ms L. Badre presented recent developments and ongoing work to revise the current iteration of the International Standard Classification of Occupations (ISCO-08), as described in [room document 18](#). Ms Badre reported that the revision process commenced in June 2021, with the formation of a Technical Working Group (TWG). Ms Badre outlined the TWG activities to gather and analyse concerns related to ISCO-08, and to develop proposals for approaches to address major issues, together with suggestions for actions to modernize the classification.
154. Ms Badre explained that the proposed approach aimed at improving the classification without necessarily deviating from the conceptual rationale used in ISCO-08. She presented proposals to align the revised ISCO with recent statistical standards, such as the 19th and the 20th ICLS resolutions, and outlined proposed actions related to the modernization of ISCO, including periodic, and targeted, future updates and maintenance and the development of thematic views.
155. An Employers' representative expressed strong endorsement of the approach proposed for the revision process of ISCO-08. He expressed Employers' commitment to participating in and supporting the process, including by participating in an Advisory Committee. The representative stressed the importance of improving data and statistics on the related topic of skills mismatch.
156. A Workers' representative stressed the importance of the topic and congratulated the Office and the TWG for their work. He noted the importance and relevance of the ISCO revision process for classifying jobs and negotiating pay. The representative expressed Workers' willingness to be involved in an Advisory Committee. The representative noted that the timeline for the update



process was short, in view of the volume of work necessary. He queried whether the available resources were sufficient to complete the work within the deadline.

157. Delegates expressed appreciation to the Office and the TWG for the work undertaken to date and expressed strong support for the proposals presented, noting the extensiveness and comprehensiveness of the research and expert consultations undertaken in the development of the proposals. Delegates emphasized the importance of the revision of ISCO-08 and expressed satisfaction with the process and with the Office's coordination of a complex process involving an inclusive TWG, as well as with the consultative process. Several delegates indicated interest in participating in an expanded TWG to share their accumulated experience on the topic. Delegates noted the ambition of the proposed revisions and stressed the need to ensure the availability of resources to support the revision process.
158. Delegates strongly endorsed measures to modernise the ISCO revision process and urged the Office and the TWG to develop concrete proposals to reduce the lag between updates. Several delegates stressed that a periodicity of 20 years between revisions was untenable in the modern world. One delegate proposed that the ICLS consider meeting virtually between quinquennial in-person ICLS sessions in support of increased periodicity for revisions. Delegates expressed support for automation and the use of artificial intelligence (AI) in the ISCO revision process, alongside reference to historical or archival data. Delegates also expressed support for the proposal to advance work on grouping of occupations and the development of job-family sub-groups. Delegates noted the importance of prioritizing linkages between the process to revise ISCO-08 and work to update definitions of care work and support care work measurement efforts.
159. Several delegates requested further consideration of proposed revisions to the treatment of subsistence farming within the revised ISCO. Delegates also stressed the importance of extending the classification of skills to include informal skills and soft skills, proposing that more work is needed in this area in advance of the revision of ISCO. Some delegates requested the Office's support and guidance on the use of ISCO during the revision process.
160. In response to the discussion, Ms L. Badre thanked delegates for their valuable comments, feedback and strong support for continued work. The Office had taken note of the strong preference expressed for more frequent, targeted, protocols for future ISCO revisions. She similarly noted delegates support for and interest in the development of job families, or thematic groupings.
161. Ms Badre acknowledged delegates' proposals that revisions to ISCO-08 extend coverage to forms of work other than employment and stated that this was within the scope of the revision process, while noting that proposals to extend the scope of ISCO to own-use provision of services work may need to be postponed, to account for parallel statistical developments. Regarding the treatment of skills under ISCO, Ms Badre noted that ISCO was not intended as a classificatory system for skills. Ms Badre acknowledged the points raised by delegates in relation to the scale of the ambition for the revisions given the available timeline and the queries raised in relation to the sufficiency of resources available to support the work. Ms Badre confirmed the deadline for the submission of the proposed revision process was the 22nd ICLS. She affirmed that the Office and the TWG would revisit priorities as reflected in the preferences expressed by the Conference.

## Child labour statistics

162. A representative of the Secretary-General, Mr F. Blanco Allais presented work undertaken by the Office to develop guidance for countries seeking to integrate measurement of child labour within their national statistical systems, taking account of countries' existing survey infrastructure and survey objectives, as described in [room document 21](#). He summarized notable advancements

made in the field of child labour statistics in the period since the 20th ICLS and described the process undertaken by the Office to develop recommendations and guidance for the mainstreaming of child labour surveys into the national statistical system using different sources with different methodological features. He highlighted the publication of measurement and training resources to support countries' measurement and analysis of child labour and noted that further guidance was in preparation.

- 163.** Delegates expressed support and appreciation to the Office for its continued work on the topic of child labour and stressed the importance of the topic, noting that the COVID-19 pandemic had exacerbated the issue in many countries. Delegates described their experiences of integrating the production of statistics on child labour within their national statistical systems. Delegates stressed the importance of long-term funding commitments to support the routinization of child labour statistics. Several delegates described the development of sample designs and surveys to target sectors with high concentrations of child labour.
- 164.** Delegates emphasized the importance of incorporating a gender lens, noting that child labour reproduced gendered divisions of labour from an early age. Delegates expressed support and interest in alternative modalities for the integration or attachment of child labour modules or sequences to LFS, but expressed concerns related to breaks in series, sample size, periodicity, seasonality, and respondent burden. Several delegates emphasized the importance of situating child labour within a broader environment of structural conditions, including under-development and poverty, and about cultural specificities as expressed in traditional and emerging categories and conditions of child labour.
- 165.** A delegate expressed a concern regarding the consistency of definitions of child labour as set out by the ICLS standards and as specified for the production of SDG indicator 8.7.1. The delegate noted that the SDG indicator specified two criteria be met to classify child labour whereas the relevant ICLS standards specified three criteria. The delegate stated that the current situation created ambiguity and confusion and increased the reporting burden for countries.
- 166.** An Employers' representative thanked the Office and the TWG for the important advances. The representative stressed the predominance of child labour in private households and the informal sector and noted measurement challenges requiring the development of refined measurement frameworks and guidance. He noted the relevance of the Child Labour Platform and parallel work to develop light modular tools and survey methodologies on other topics.
- 167.** A Workers' representative expressed thanks to the Office and the TWG for the progress made and highlighted the importance of the topic, noting Workers' continued support. The representative emphasized the importance of developing standards and measurement guidance and tools that reflected diverse contexts, cultures, traditions, while being sensitive to emerging forms of child labour.
- 168.** In response to the discussion, Mr Blanco Allais reflected that the numerous interventions mentioning surveys covering the topic evidenced both the importance attributed to it and the commitment, expertise, and creativity of constituents to address important data and reporting gaps. Responding to the delegate who noted the inconsistency in the classification of child labour according to the ICLS standards and SDG indicator 8.7.1, Mr Blanco Allais described the SDG indicator 8.7.1 as a synthetic indicator developed with the purpose of tracking global changes. He explained that the ICLS definition of child labour was developed for the purpose of national-level measurement and noted that national values for SDG indicator 8.7.1 would represent a subset of child labour as defined by the relevant ICLS standards. He confirmed that the best practice for the measurement of child labour would capture seasonality and noted the Office's availability to support countries in developing suitable sample designs and measurement approaches.

## Forced labour estimates

169. A representative of the Secretary-General, Mr G. Saiovici presented activities undertaken by the Office following the adoption of the *Guidelines concerning measurement of forced labour* by the 20th ICLS in 2018, as described in [room document 22](#). Mr Saiovici described the implementation of surveys to measure forced labour in 17 countries. He noted a number of remaining survey design challenges.
170. Mr Saiovici highlighted areas of future work. He summarised a series of joint ILO, United Nations Office on Drugs and Crime (UNODC), International Organization for Migration (IOM), and University of Georgia standard tools for analysis of trafficking in persons (STATIP) projects aimed at operationalizing the concept of trafficking for forced labour. Mr Saiovici proposed the development of a global programme for data collection on forced labour and human trafficking. He suggested to build it on the accumulated experience of the Office and its constituents in mainstreaming the production of child labour statistics within national statistical programmes.
171. An Employers' representative noted the importance of the topic. The representative identified the need for consistency in measurement approaches and terminology related to trafficking, forced labour, and modern slavery. He reminded the Conference that the term modern slavery did not have a definition for statistical purposes and advised of the need for caution when using the term. The representative additionally suggested that the use of the term "rare" in relation to forced labour risked misinterpretation, although it was correct in relation to statistical sampling.
172. Delegates highlighted the critical importance of the topic and thanked the Office for its continued work to develop measurement guidelines and resources, including model questionnaires. Delegates noted the strength of interest in the topic worldwide and stressed the importance of regular production of data on forced labour to support the design of sustainable and effective policies. Delegates described their experiences of undertaking surveys on the topic, as well as future plans for surveys, and thanked the Office for their guidance on the topic.
173. In response to the discussion, Mr Saiovici thanked delegates for their valuable comments and contributions. He acknowledged the relevance of concerns related to terminology and undertook to introduce the prefix "statistically" when using the term "rare." Mr Saiovici noted the concern expressed by the Employers' representative regarding definitions of forced labour, trafficking, and modern slavery, advising that the intention was to align definitions to the definition of forced labour to the extent possible.

## Industrial relations indicators

174. A representative of the Secretary-General, Ms D. Sari provided an update on available data on industrial relations and related developments in methodology and data collection, as described in [room document 23](#). Ms Sari highlighted the important role that core principles and rights of freedom of association and collective bargaining occupied in the achievement of decent work and social justice and the advancement of several SDG, including 8, 10 and 16. She outlined the importance of reliable and timely data collection on industrial relations, and described the underlying definitions for the computation of trade union density and collective bargaining coverage rates. Ms Sari summarized the latest data update on industrial relations carried out under the 2022 ILO *Flagship Report on Social Dialogue* and discussed the different data sources used. She outlined some of the main challenges for data collection and reflected on the limitations of existing data. She highlighted the Office's work to develop guidance on the topic, including the publication of the 2020 *Guidebook on How and why to collect and use data on industrial relations*. Ms Sari emphasized the importance of revisiting the topic of industrial relations indicators and social dialogue in a comprehensive manner, in order to enhance data collection efforts. She noted that

the sole international statistical standard on the topic, the *Resolution concerning statistics of collective agreements*, was adopted in 1926. Ms Sari invited the Conference to consider a proposal for the possible adoption of a new statistical standard on the topic at the 22nd ICLS.

175. Delegates commended the Office for its work on the topic and noted the importance of uniform statistical standards on union membership, social dialogue, and collective bargaining, sharing some measurement experiences. Delegates expressed support for the Office's continued work on the topic and emphasized the value of tripartism and constructive social dialogue among governments, Employers, and Workers. They noted the need to rely on multiple data sources to produce separate indicators and meet different reporting requirements.
176. An Employers' representative expressed support for the development of a new statistical standard to update indicators and methodology. The representative highlighted the importance of tripartite and bilateral dialogue and emphasized the importance of capacity-building on the topic.
177. A Workers' representative noted the widespread support for the proposals and requested additional clarification on the envisaged next steps and on the role of constituents in the development of new statistical standards.
178. The Conference expressed broad support for a new statistical standard-setting process.
179. In response to points raised during the discussion, Ms Sari outlined plans for a detailed desk review of available methodologies and sources to build on prior work conducted by the Office and the social partners. She also outlined planned work to identify and collate good country practices for future replication. Ms Sari took note of the importance of capacity-building and the need for improved international comparability.
180. The Secretary-General welcomed the strong support expressed by the Conference for the development of a new statistical standard on the topic. He explained that the Office would initiate preparatory work to develop a draft proposal for consultation with a view to presenting it to the 22nd ICLS.

### **SDG indicator 8.8.2 on compliance with labour rights**

181. A representative of the Secretary-General, Ms D. Sari provided an update on work undertaken by the Office in relation to SDG indicator 8.8.2 on the level of national compliance with labour rights as discussed in [room document 23](#). Ms Sari summarized the content of the 2018 ICLS resolution on SDG indicator 8.8.2, and described work carried out by a Tripartite Committee instituted by the ILO Governing Body to refine the estimation methodology. Ms Sari outlined the refinements to the methodology subsequently adopted in 2022 and ongoing reporting of the indicator under the SDG monitoring framework. Ms Sari noted that the IAEG-SDG had indicated its intention to recommend the reclassification of the indicator from Tier II to Tier I based on the revised methodology. Ms Sari showcased ILOSTAT's new webpage for SDG indicator 8.8.2 and the search functions available to users. She explained the meaning of the indicator scores and outlined opportunities for Member States to demonstrate progress on SDG indicator 8.8.2.

### **Status of the Labour Statistics Convention, 1985 (No. 160)**

182. A representative of the Secretary-General, Ms D. Sari provided an overview of existing international labour standards on labour statistics: ILO Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63), ILO Labour Statistics Convention, 1985 (No. 160), and ILO Labour Statistics Recommendation, 1985 (No. 170). Ms Sari explained the role of the ILO Standard Review Mechanism and its TWG and noted its recommendation to the ILO Governing Body that the abrogation of Convention No. 63 be placed on the agenda for the 112th session of the ILC. Ms

Sari outlined the current data availability under Convention No. 160, which, she noted, demonstrated a high level of compliance in practice with Convention No. 160. Ms Sari noted that 51 Member States had to date ratified Convention No. 160, as described in [room document 24](#). She encouraged those who had not yet ratified Convention No. 160 to consider doing so in advance of the possible abrogation of Convention No. 63. Ms Sari emphasized the importance of a commitment to continuous and systematic data collection and publication of labour statistics and reminded the Conference that the Office stood ready to assist countries in the process.

- 183.** Delegates welcomed and supported the work undertaken by the Office to promote ratification of Convention No. 160 and acknowledged the importance and urgency of ratification in countries which had not yet done so. Several delegates outlined plans for ratification. The Office has been encouraging to actively seek the ratification of this Convention particularly by countries which ratified Convention No.63 and not No.160.

### **Statistics on qualifications, skills, apprenticeships, and other forms of work-based learning**

- 184.** A representative of the Secretary-General, Ms V. Stoevska informed the Conference of progress made in promoting the implementation of the 20th ICLS *Guidelines concerning the measurement of qualifications and skills mismatches of persons in employment*. Ms Stoevska outlined activities undertaken by the Office including the development and implementation of an LFS add-on module on occupational qualifications and skills, capacity-building activities, and the production, analysis, and dissemination of national estimates of skills mismatches by level of education. Ms Stoevska noted increased policy interest in statistics on apprenticeships, as well as other forms of work-based learning, and emphasized the need to clearly define different forms of work-based learning. Ms Stoevska presented key results and conclusions of a review of national practices in measuring trainee work conducted by the Office in 2022/23 as described in [room document 25](#). She outlined a preliminary proposal for a conceptual framework for statistics on apprenticeships and other forms of work-based learning. Ms Stoevska highlighted planned future activities and invited countries to indicate interest in collaboration.
- 185.** A Workers' representative drew the Conference's attention to the existence of a paid trainees' union, noting that its membership exceeded 4,000 persons. The representative noted the progress made to date on the topic, highlighting recent advances in skills statistics as part of the Office's ongoing programme of work to update ISCO-08. The representative emphasized that this was a cross-cutting topic, with relevance to employment statistics, migration statistics and statistics on labour shortages. He suggested that the Office consider undertaking an assessment to determine how to prioritize skills statistics relative to other families of statistics. The representative reflected that the presentation of the proposed ISCO updated release at the 22nd ICLS could create momentum for a deeper discussion and stocktaking exercise on skills statistics.
- 186.** Delegates welcomed the Office's work on the topic of statistics on qualifications, skills, apprenticeships, and other forms of work-based learning, and emphasized that it was a topic of critical and growing policy interest. Delegates noted the benefits of including survey data alongside administrative sources and expressed appreciation to the Office for the work undertaken to date to enrich the data landscape. Delegates described experiences of undertaking measurement and reviews of data availability and sources on the topic, and highlighted progress made to date as well as some of the challenges they had encountered.
- 187.** Delegates perceived a need for a comprehensive approach to the conceptualization and measurement of work-based training, noting that formal, employer-provided training appeared to be in decline, but that new forms and modalities of skills development were proliferating.

Looking to the future, several delegates supported the expansion of work on the topic to include data on outcomes and effectiveness of work-based training, in addition to data on stocks on flows. Delegates expressed strong support for a TWG on the topic and several stated their interest in participating or providing inputs.

- 188.** An Employers' representative indicated strong support for the views expressed by delegates and the Workers' representative. The discussion would benefit from integration in a broader perspective of lifelong learning. The representative strongly endorsed the development of guidelines on work-based learning and stated Employers' interest in contributing to a TWG. Improved data on the topic could be expected to increase the quantity and quality of apprenticeships, noting the importance of tools to anticipate demand for different skillsets. The Employers' representative requested that a specific room document on skills anticipation would be presented at the 22nd ICLS.
- 189.** In response to the discussion, Ms V. Stoevska thanked delegates for their interest and support. She agreed with delegates' statements that work had advanced but there remained more to be done. She took note of the recommendation made to undertake a priority-setting exercise to ensure the topic remained manageable. Ms Stoevska noted delegates' views that future work on the topic would benefit from attending to skills acquisition undertaken outside of formal education or workplace training, and apprenticeships. She agreed with delegates that non-traditional, informal learning and skills-development streams were an important but neglected area for measurement, noting that measurement could provide a basis for formalization and recognition of qualifications. On the proposal made by delegates to develop measurement guidance on training outcomes or effectiveness, Ms Stoevska responded that this had not been planned, but took note of the suggestion and would liaise bilaterally with delegates on the subject.

## Disability statistics

- 190.** A representative of the Secretary-General, Ms V. Stoevska presented progress on the topic of statistics on the labour force characteristics of persons with disabilities. Ms Stoevska highlighted the importance of maintaining comprehensive data on the employment situation of persons with disabilities for establishing and monitoring national legislation, programmes, or policies to promote equal employment opportunities and treatment in employment for persons with disabilities. She highlighted progress made in improving the availability of key labour market indicators disaggregated by disability status but noted a continued need to further improve the situation. Ms Stoevska presented a new LFS module on obstacles faced by persons with disabilities in the labour market, developed to support countries to close data gaps concerning labour market barriers faced by persons with disabilities.
- 191.** Delegates expressed support for the Office's work on the topic and outlined their experiences with measurement. One delegate requested that the new LFS module on obstacles faced by persons with disabilities in the labour market be made available in Spanish. Another delegate proposed further development on the area of work-related disabilities.

## Occupational injuries statistics

- 192.** A representative of the Secretary-General, Ms V. Stoevska provided a brief account of the history of standard-setting in the field of occupational injuries. She highlighted a recent (2022) amendment to the ILO *Declaration on Fundamental Principles and Rights at Work* (1998) to include occupational safety and health as one of the five categories of fundamental principles and rights at work. Ms Stoevska noted that this amendment necessitated a more comprehensive programme of statistics on occupational safety and health.



- 193.** The Conference encouraged the ILO to support countries in producing and disseminating more data on occupational safety and health, through further methodological development and case studies.

### **Administrative sources in labour statistics**

- 194.** A representative of the Secretary-General, Ms R. Gammarano explained the rationale behind exploring or expanding the use of administrative sources to produce labour statistics, stressing that countries around the world with different levels of income and statistical infrastructure were conducting efforts to take advantage of the potential of administrative registers for labour statistics. She also presented the advantages and disadvantages of using administrative registers for labour statistics and described the key preconditions and factors facilitating the use of administrative data. She gave an overview of current practices in the use of administrative registers for labour statistics, ranging from the direct use of administrative data as a stand-alone source of labour statistics to the integration of administrative and survey data through data linkages, including the combined use of administrative and survey data to make the most of the two sources. Recognizing that administrative registers could never replace LFS, they were deemed a cost-efficient source in complementarity. These issues were discussed further in [room document 20](#).
- 195.** In the discussion, numerous delegates described their countries' practices and advances in using administrative registers for labour statistics. The experiences shared were varied, reflecting the breadth of potential sources and topics covered, and the encompassing nature of administrative data. The value of comparing administrative and survey data for improved data quality and analysis was emphasized. The potential of administrative registers to inform sampling and reduce the reporting burden on individuals and businesses was also highlighted.
- 196.** Several specific issues were raised during the discussion, including challenges related to administrative data quality and exhaustivity, administrative data access, methodological harmonization, the sustainability of the data production process, the dependence of data production on institutional arrangements and procedures, and the impact of legislative or procedural changes. The importance of partnerships and institutional collaboration through formal agreements was also stressed.
- 197.** A Workers' representative reminded the conference of the need to increase the visibility and quality of LFS, highlighting that the increased and improved use of administrative data should not lead to a decrease in LFS frequency. He also warned about the risks of statistical production being dependent on administrative procedures and access to administrative data.
- 198.** An Employers' representative noted the value of optimizing administrative data as a cost-efficient complementary source of labour statistics. He stressed the central role of administrative data to inform wage negotiations.
- 199.** There was strong support for further work by the Office on this topic, emphasizing the need for guidance development and capacity-building on the use of administrative data for labour statistics, from the conceptual stages to the analysis and communication of resulting indicators.

## Data compilation and production

### Data collection and production in general

200. Two representatives of the Secretary-General, Mr Y. Perardel and Ms M.C. Sodergren introduced the session on data compilation and production, highlighting the five major initiatives which had led to the increased capacity of the ILO Department of Statistics to produce timely, accurate and internationally comparable labour statistics: the ILO harmonized microdata collection, the Statistics Reporting System for ILOSTAT (StaRS), modelling, nowcasting, and on-demand data production.

### ILO harmonized microdata

201. Two representatives of the Secretary-General, Mr Y. Perardel, and Ms V. Karkee expanded on the ILO harmonized microdata collection, describing the remarkable progress made since 2016, when the ILO began systematically collecting and processing national household survey (mainly LFS) microdata, as described in [room document 26](#). As of October 2023, the ILO Department of Statistics had access to more than 13,000 anonymized microdata sets covering over 170 countries and territories. Procedures were in place to guarantee secure storage of the files with restricted access. Mr Perardel acknowledged efforts by NSO to publicly release anonymized microdata files through transparency and open data initiatives. Ms Karkee highlighted the pivotal role of harmonized indicators resulting from the ILO microdata processing in informing policymaking and standard setting. All countries were encouraged to share anonymized survey microdata publicly and free of charge.

### On-demand data production

202. Two representatives of the Secretary-General, Mr Q. Mathys and Ms D. Limani presented the on-demand data production service formally established by the ILO Department of Statistics' Data Production and Analysis Unit in 2019. Based on the ILO harmonized microdata collection, numerous tabulations and cross-tabulations not included in ILOSTAT could be produced upon request for specific purposes, to enhance research and analysis – subject to limitations in available resources.

### Annual data questionnaires

203. A representative of the Secretary-General, Ms M.C. Sodergren presented the ILO Statistics Reporting System (StaRS) introduced in 2020, which was used at the time of the Conference for two annual data inquiries: the ILOSTAT questionnaire and the International Labour Migration Statistics (ILMS) questionnaire. Respondents to these inquiries were strongly encouraged to reduce their reporting burden by sharing anonymized LFS microdata with the ILO and by publishing data from other sources, such as administrative registers and establishment surveys, through online databases with Application Programming Interfaces (API).

### Econometric modelling of estimates

204. A representative of the Secretary-General, Mr R. Gomis provided an overview of the work of the ILO concerning labour market modelling. Progress on the workstream of the ILO modelled estimates was detailed, including the regular update and maintenance of the modelled estimates collection as well as the introduction of new indicators in the collection. The introduction of new indicators was noted to derive from factors such as the need to monitor at the global and regional level concepts introduced by the 19th ICLS on labour underutilization, or those introduced by the SDG Global Indicator Framework. Other factors were also highlighted, notably the increased availability of data in the ILO harmonized microdata collection.



205. Mr Gomis presented the dissemination and uses of ILO modelled data, which included the ILOSTAT database and the SDG Indicators Global Database. The estimates provide a timely basis for policy-relevant analysis, with such analysis featured in key ILO and UN publications including the *World Employment and Social Outlook Trends Report*, the *World Social Protection Report*, and the *Sustainable Development Goals Report*. To complement this labour market analysis workstream, new modelling strategies to produce rigorous evidence on policy effects were reported to be under development with some successful pilot tests already completed.

### Nowcasting techniques and ILO Monitor in Covid-19 times

206. A representative of the Secretary-General, Mr R. Gomis provided an overview of the work of the ILO concerning nowcasting and publication of the *ILO Monitor* during the COVID-19 pandemic. The ILO nowcasting model was developed with the purpose of filling data gaps on a timelier basis than the ILO modelled estimates collection, given the unprecedented speed with which the pandemic affected the world of work. The target of estimation of the nowcast, hours worked, was highlighted as particularly suitable due to temporal and country comparability in the context of the COVID-19 pandemic. The results of the nowcasting model were central to the *ILO Monitor on the World of Work* series.
207. In the discussion pertaining to all items under the data compilation and production topic, a Workers' representative acknowledged the hard work of the ILO team and the increased output. He noted the valuable prompt response to the data needs associated with the COVID-19 pandemic and the efforts to improve data transparency.
208. An employers' representative recognized the continued efforts by the ILO to increase data outputs and quality, encouraging deeper work on items highly relevant to employers, such as wage and tax statistics.

### Implementation of the resolution concerning statistics on work relationships

209. A representative of the Secretary-General, Mr M. Frosch provided an overview of progress in the implementation of the 20th ICLS *Resolution concerning statistics on work relationships*. Mr Frosch noted that this resolution had replaced the previous International Classification of Status in Employment (ICSE) standard, ICSE-93. He explained that methodological groundwork for the transition from ICSE-93 commenced with the establishment of a working group in 2015.
210. Mr Frosch explained that the emergence of the COVID-19 pandemic temporarily halted activities related to implementation of ICSE-18. He reported that countries had since refocused their attention on advancing the implementation process. Mr Frosch summarised the Office's active assistance to countries to support the implementation of ICSE-18. He described the Office's experiences in country testing and implementation, and outlined refinements made to the tools and recommendations, as incorporated into the published ICSE-18 manual and the ILO model questionnaire. Looking forward, Mr Frosch highlighted that methodological work would continue and some issues would be further explored. He reiterated the Office's continued commitment to ongoing capacity-building initiatives within countries and regions and noted plans to develop recommendations for ICSE-18 implementation in statistical sources other than LFS, such as establishment surveys and the population census.
211. An Employers' representative welcomed the Office's work to date and indicated support for continued commitment to capacity-building.
212. A Workers' representative expressed appreciation for the Office's work on the topic. He requested additional information on the reasons for delayed implementation of ICSE-18 in countries that

had previously indicated their intention to adopt, as a way to understand barriers to implementation.

- 213.** Delegates expressed appreciation to the Office for its work on the topic. Several delegates described their experiences of testing, trialling, refining, and adopting ICSE-18 and noted several challenges. These delegates highlighted difficulties in applying the ICSE-18 standards for the categories of dependent contractors and owner-operators, and for the informal economy. Delegates also noted challenges in applying the standards through establishment surveys. Delegates expressed concerns regarding the existence of parallel reporting requirements, noting that national accounting frameworks retained the previous ICSE scheme. A further challenge reported by delegates related to the communication of the changes introduced by the revised ICSE scheme, and dissemination of data produced under the revised classifications. Delegates expressed continued commitment to improving measurement and requested the continued support of the Office.
- 214.** Several delegates described barriers to implementation, related to delays originating in the COVID-19 pandemic, more pressing priorities within the statistical system, and a lack of funds for a regular LFS. Delegates requested that the Office continue to play an active role in promoting the adoption of the ICSE-18. Delegates further requested the Office to promote regional and inter-regional seminars and workshops to enable countries to continue to exchange experiences and lessons learnt.
- 215.** Several delegates stressed the importance of regional coordination and coordinated decision-making to ensure the comparability of results. Delegates described experiences of international cooperation, including sharing lessons learnt in the refinement of questionnaire wordings among Hispanophone countries.
- 216.** A representative of Eurostat noted the seriousness and importance of the implementation task and reported that work to implement the standards in the EU region was progressing well. The representative thanked the Office and the assembled representatives of EU countries for their participation in the EU taskforce on the topic.
- 217.** Mr Frosch thanked delegates for their comments and insights and congratulated delegates on their efforts to implement ICSE-18. He noted delegates' requests for additional capacity-building for producers and users of data. He commented on each of the challenges raised by delegates and highlighted areas of particular importance for future work. Mr Frosch also stressed the importance of testing to identify any areas of weakness or inconsistency and encouraged delegates to continue to share their experiences and good practices related both the implementation of the standards and communication of the resulting changes.
- 218.** On the issue raised in relation to the reasons for delays to implementation, Mr Frosch responded that the Office understood that the implementation process took time, but that this was an area the Office could explore further with countries. He noted that that the difficulties delegates had raised related to the reconciliation of the latest ICLS standards with the SNA ought to be framed in the context of the ongoing process to update the SNA. He encouraged delegates to highlight the difficulties that this misalignment created with their national accounting colleagues, to improve awareness on the subject prior to the SNA revision process.

## Data dissemination and labour market analysis

### ILOSTAT portal and analysis

- 219.** A representative of the Secretary-General, Ms. M.C. Sodergren provided an overview of the main goals, features, and contents of the ILOSTAT portal. Ms. Sodergren noted that ILOSTAT was the Office's central labour statistics portal. She highlighted features and functionalities introduced or optimized following a major overhaul of the portal in 2019.

### ILMS database

- 220.** A representative of the Secretary-General, Ms A. Rakotonarivo presented progress achieved in improving the global data availability on international labour migration statistics. Ms Rakotonarivo explained that the Office had scaled up efforts to expand its ILMS database, following the endorsement of the 20th ICLS of the *Guidelines Concerning Statistics of International Labour Migration*. She noted key areas of progress, including the 2018 launch of a dedicated annual questionnaire for labour migration focal points from NSO and line ministries, and improvements in the Office's data compilation process to reduce the burden on reporting countries. Ms Rakotonarivo stressed that, in addition to improved global data availability, the ILMS database provided an important mechanism to strengthen the network of national focal points on labour migration data, built national capacities in data processing and reporting, and promoted inter-agency coordination.
- 221.** Ms Rakotonarivo cautioned that, despite the notable progress, important data gaps remained. She noted the significant challenges for data collection, especially for predominantly migrant-sending low and lower-middle-income countries and highlighted the scarcity of inflow and outflow indicators globally. She summarized work by the Office to review its estimation methodology for global and regional estimates of international migrant workers, in order to improve the quality and granularity of the global estimates and enhance coherence with other estimation methods.
- 222.** Ms Rakotonarivo similarly highlighted efforts underway to compile new census data to strengthen the ILMS database and to serve as input for updated global estimates for publication in 2024. She noted that the estimates of international migrant workers published by the Office were widely recognized and used as an important addition to the country-level data to advance the knowledge base on international labour migration and support global level advocacy.
- 223.** Delegates noted the importance of the topic and congratulated the Office on its work to date. One delegate expressed concern regarding the precision of published estimates and noted the prevalence of empty cells where there were precision concerns. The delegate requested that an explanatory text be included to clarify the precision thresholds in the case of empty cells. This delegate also noted issues related to the interpretation of proxies for migration status in cases of historical revisions to national borders.
- 224.** Delegates described their experiences of compiling data on the topic using different sources to improve data availability and to link data across topics. Several delegates noted the importance of guidance produced by the Office and bilateral technical assistance in the development or updating of national census and survey questionnaires, tools, and guidelines. Several delegates explained that the ILOSTAT portal and the ILMS database had provided helpful templates for the development of national data portals and dashboards. Several delegates articulated concrete plans to strengthen national labour migration statistics and to better align to international statistical standards.

- 225.** An Employers' representative expressed appreciation to the Office for their work and noted the need for a collective effort to close remaining data gaps on the topic of labour migration.
- 226.** A Workers' representative thanked the Office for the work on this important topic. The representative highlighted the significant improvements in indicator coverage and data quality improvement observable within a short period. The representative encouraged countries to meet the deadline for submission of statistics on labour migrations issued by the Office to enable inclusion in the new release of the global estimates.
- 227.** Ms A. Rakotonarivo, thanked delegates for their engagement with the topic and responded to the points raised in the discussion. Ms Rakotonarivo expressed the Office's appreciation of delegates' reports of adoption of the ILMS database as a model for the development of national data portals. She noted concerns expressed by delegates regarding the deadline for submitting updated data. She outlined the 2024 timelines to produce global labour migration statistics and stressed the importance of countries submitting data in good time for inclusion.

### **Analytical outputs**

- 228.** A representative of the Secretary-General, Ms. M.C. Sodergren provided an overview of the scale and variety of analytical outputs the Office produced based on ILOSTAT data and made available on the ILOSTAT portal. She invited delegates to sign up to a quarterly newsletter for updates on statistical outputs produced by the Office.

### **SDMX global data structures for labour statistics ILMS database**

- 229.** A representative of the Secretary-General, Mr E. Greising summarized the development of the SDMX standard, its endorsement by the UNSC in 2008 as the preferred standard for data exchange, and its subsequent evolution, alongside its progressive adoption by countries. Mr Greising outlined the key SDMX features and specified several advantages. He summarized work undertaken by the Office through a taskforce made up of representatives of five international organizations to develop an SDMX global data structure definition (DSD) for labour statistics.
- 230.** An Employers' representative commended the Office for its support to countries in the use of SDMX and noted the positive development the SDMX global data structures represented for enhanced data-driven policy.
- 231.** Delegates thanked the Office for their support to countries to put in place robust SDMX structures to manage, store, and exchange data in line with the latest standards. Delegates stressed the importance of SDMX global data structures for the collection and exchange of statistics and described national actions to set up automated data exchange protocols and labour market observatories and to consolidate labour force data, with the assistance of the Office. Delegates noted the important role of capacity-building and technical assistance, as well as the implementation of key infrastructure, in advance of national roll-out.
- 232.** Mr Greising thanked delegates for their support of the standard. He expressed agreement on the necessity of capacity-building and infrastructure development in advance of adoption of the SDMX.

### **Open data in the ILO**

- 233.** A representative of the Secretary-General, Mr I. Pogor introduced the topic of open data, describing the evolution of the ILOSTAT platform. Mr. Pogor presented the Office's recently published Open Access Policy. He noted that this policy gave data users legal permission to use, reproduce, distribute, or otherwise communicate a given work to the public, with appropriate

attribution of credit to the source. Mr Pogor explained the rationale for, and benefits of, open access for the Office, constituents, external partners, and users. He summarized certain exclusions in the context of Open Data.

### World Social Protection Data Dashboards

- 234.** Two representatives of the Secretary-General, Mr H. Schwarzer and Ms V. Nesterenko provided an update on the Social Security Inquiry, which they described as an online tool to compile data on social protection coverage, financing, and level of benefits. Mr Schwarzer and Ms Nesterenko further provided updates on the web platform for global monitoring of social security coverage, noting that this comprised the World Social Protection Dashboard and the Social Protection Monitor. They described significant progress in data compilation in recent years, mentioning that the next *World Social Protection Report* aimed to cover 175 countries, a progressive increase over preceding reports. They highlighted the use of social protection data produced by the ILO for reports drafted in collaboration with international organizations including Asian Development Bank (ADB), United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), United Nations Children's Fund (UNICEF) and Office of the United Nations High Commissioner for Human Rights (OHCHR). They described numerous regional trainings, technical assistance, and capacity-building exercises and highlighted the availability of a new self-guided training curriculum on social protection statistics, developed in collaboration with the ITCILO, and outlined planned joint activities to develop, pilot, and release a guide on building national systems of social protection statistics drawing on country experiences.
- 235.** An Employers' representative thanked the office for developing consistently excellent outputs on the topic, with special mention of the World Social Protection Dashboard. The representative proposed extending this dashboard to include additional labour statistics indicators.
- 236.** A Workers' representative expressed support for the Offices' work. The representative reminded the Conference that social protection was a basic right and stressed the need for comprehensive data on the topic to inform the development by governments of inclusive financial mechanisms. The representative called for data to be collected and disaggregated in such a way that the situation of the most marginalized groups might be rendered visible and addressed in tripartite fora. The representative noted the importance of data on financing gaps for the provision of social protection floors.
- 237.** In response to the discussion, Mr Schwarzer and Ms Nesterenko clarified and developed several points. Regarding the proposal to extend the coverage of labour statistics indicators included in the World Social Protection Dashboard, they noted that this discussed and mentioned that there could be scope to further develop linkages between the World Social Protection Dashboard and ILOSTAT. Regarding the point raised by the Workers' representative about financing, Mr Schwarzer and Ms Nesterenko highlighted past work undertaken by the Office on financing gaps for social protection floors and outlined substantial work, either underway or scheduled, to enable the release of updated estimates in 2024.

### Statistics on digital platform work

- 238.** A representative of the Secretary-General, Mr M. Frosch, and a representative of the Ministry of Manpower of Singapore, Ms A. Yap, spoke about the efforts by several countries to measure digital platform employment (DPE) with varying sources and methodologies, noting that the prevalence of DPE remained widely unknown in many parts of the world, especially low- and middle-income countries, as described in [room document 12](#). The policy needs for data on digital platform work (DPW) were stressed, including to inform discussions on working conditions in

digital platforms such as access to social insurance, access to employment benefits, and coverage by formal arrangements. The OECD, ILO, and Eurostat *Handbook on measuring digital platform employment and work* was identified as a first step towards building a more comprehensive and harmonized statistical framework based on the resolutions adopted by the 19th and 20th ICLS. Further debate and development were required to ensure that the resulting conceptual framework reflected the needs and situations of countries from different regions and contexts, as well as the requirements of social partners, and the expected dynamic evolution of digital platform employment.

- 239.** There was wide support for further work on the measurement of DPW and DPE, and particularly for the development of draft standards to be presented for discussion at the 22nd ICLS via the establishment of an Expert Working Group. Although the OECD, ILO, and Eurostat handbook was considered a good starting point, it was agreed that deeper work should ensure that the draft standards would reflect the situation of all countries, and not only those covered by the handbook.
- 240.** Several delegates shared their experiences in measuring DPE, highlighting the challenges encountered, including the difficulty of correctly identifying digital platform workers. Many delegates noted that their measurement experiences showed that digital platform workers represented a small employment share, albeit rapidly growing.
- 241.** It was suggested that draft standards should put forward the use of different data sources. Indeed, although LFS were considered a robust source for the extent and share of DPE, its small prevalence would impede the production of reliable estimates for detailed analysis. Administrative data could potentially be used for further analysis of specific characteristics of DPE, such as disaggregation by age group, migration status, and formal or informal jobs.
- 242.** Some additional specific issues were mentioned to be considered in the development of draft standards, including the need to distinguish the attributes of digital platform workers from the characteristics of platforms, the importance of the territorial dimension given the geographic concentration (typically in larger urban areas) of DPW, and consistency with the SNA.
- 243.** An Employers' representative reminded that the handbook mentioned was neither international nor tripartite, and suggested to wait for the discussion on this topic by the ILC in 2026-27, in order to promote statistical standards only after labour standards had been set. The Secretary-General pointed out that the statistical work would support and inform the 2025-26 ILC discussions, and in turn build from its outcomes.
- 244.** A Workers' representative expressed strong support to the proposals for further work, highlighting that DPE touched on the control and organization of work. Market-driven innovations were rapidly changing this core aspect of employment, using, and abusing legal frameworks. Prompt reliable measurement of DPE was necessary to inform decision and policymaking with a view to improving conditions.
- 245.** The Conference agreed on the need to develop draft standards to measure DPE and DPW based on the various existing practices and handbooks, which could support and inform the 2025-2026 standard setting mechanism by the ILC, and present a revised draft proposal of statistical framework to the 22nd ICLS.

### Labour market information systems

- 246.** Three representatives of the Secretary-General, Mr E. Greising, Mr W. Lei, and Mr S. Ding provided an overview of LMIS, describing their main functions, components and uses, as well as the implementation framework from the conception to the establishment and operation, as described in [room document 27](#). The SDMX was introduced as an enabler for data harmonization, an



essential aspect of LMIS. The representatives shared the extent of the ILO support to countries' endeavours to build LMIS, including technical assistance capacity-building.

- 247.** The Conference welcomed the steep increase in the support to countries on the development of LMIS and encouraged the ILO to keep on supporting these relevant activities in countries. Several delegates expressed their gratitude to the ILO for the support received, and others shared their plans of starting or continuing projects related to LMIS.

## Global Activities

### The ILO in the SDMX community

- 248.** A representative of the Secretary-General, Mr E. Greising described the aims of the SDMX initiative and outlined the role and importance of SDMX in combination with the adoption of modern technologies for improved efficiency in the management of statistical business processes. He presented a timeline of the Office's involvement in the SDMX, and areas where future activities were planned by the Office.

## Africa

- 249.** Three representatives of the Secretary-General, Mr Y. Diallo, Ms M. Payet, and Ms N. Touihri presented the Office's work in Africa. Mr Diallo presented activities for 22 countries covered by ILO Country Offices located in Western and Central Africa. Mr Diallo summarized an extensive body of technical assistance and capacity-building undertaken since the 20th ICLS. He organized activities thematically around (i) capacity-building on labour statistics and analysis; (ii) implementation of the 19th ICLS and 20th ICLS resolutions; (iii) SDG monitoring and Decent Work Country Profiles; (iv) LMIS; (v) data collection during the COVID-19 pandemic; and (vi) support to strategic regional partnerships with the African Union (AU) and the UN Economic Commission for Africa (UNECA).
- 250.** Looking to the future, Mr Diallo presented several priority areas: (i) support to the ratification of Convention No. 160; (ii) technical assistance to support implementation of the latest ICLS standards; (iii) support for SDG monitoring; (iv) ongoing partnerships ; (v) launch of regional and national capacity-building workshops in collaboration with ITCILO; and (vi) joint activities with the West African Economic and Monetary Union on the development of labour statistics.
- 251.** Ms Payet presented activities for 18 countries covered by ILO Country Offices located in Southern and Eastern Africa. She provided an update on data sources and outlined several important advances, developments, and emerging trends. Ms Payet highlighted a shift in some countries away from fully fledged LFS in favour of integrated household surveys, particularly notable among countries conducting quarterly surveys. Ms Payet cautioned that this shift had implications for adherence to ICLS standards. She noted additional challenges related to small sample sizes, which, she stated, impacted the inclusion of special topics, such as labour migration. Ms Payet showcased extensive work by the Office to support countries to implement the 19th and 20th ICLS standards in various sources, including LFS and censuses. Ms Payet outlined technical assistance provided by the Office to support countries to implement LMIS, and emphasized the importance of strategic regional partnerships, noting recent technical support to the Southern African Development Community (SADC) for the implementation of the SADC Labour Market Observatory (LMO).
- 252.** Ms Touihri outlined activities undertaken by the Office with North African Member States of the ILO. She summarized extensive capacity-building and technical assistance to countries on labour statistics, the implementation of the 19th and 20th ICLS standards, and the implementation of



LMIS. Ms Touihri highlighted a broader strategic partnership across the region, with the African Union Commission (AUC) and STATAFRIC under the Strategy for the Harmonization of Statistics in Africa. Ms Touihri also noted the recent adoption of a joint work plan with the AU to develop and strengthen labour statistics and special topics including, child labour, social protection, informal employment, and youth employment.

- 253.** Ms Touihri mentioned areas of collaboration with STATAFRIC in recent years, including national, sub-regional, and regional trainings on ILMS held in English and French, and regional workshops on child labour statistics. Looking to the future, Ms Touihri highlighted the following priority areas: (i) support to the ratification of Convention No. 160; (ii) technical assistance for implementation of the 19th and 20th ICLS standards; (iii) support for SDG monitoring; (iv) strengthened strategic partnerships with AU/STATAFRIC, AfDB, AFRISTAT, and UNECA; and (v) regional and national capacity-building in collaboration with ITCILO and regional institutions.
- 254.** A Workers' representative thanked the Office for its work in the region. The representative noted the continued impacts of the COVID-19 pandemic in the region and expressed concern that military conflicts could escalate and intensify the challenges. The representative suggested that migration was a priority area for improved statistics in the region given the related policy needs. The representative requested that the Office clarify the concept and content of green jobs.
- 255.** Delegates expressed appreciation for the work in the region, highlighting the quality and scope of the capacity-building and technical assistance provided by the Office. Some delegates requested technical assistance from the Office regarding the attachment of LFS modules to integrated household surveys, and the inclusion of special topics, including child labour and unpaid care work in LFS or integrated household surveys. Others noted a need for further capacity building, including through additional languages including Spanish.
- 256.** Several delegates described their experiences of implementing LMIS. Others requested the assistance of the Office to develop LMIS and Labour Statistics Observatories. Delegates also requested continued assistance from the Office to produce core labour statistics and decent work indicators, and to further strengthen statistical activities on the topics of youth employment, child labour, informality, and unpaid care work. An Employers' representative expressed appreciation for the work of the Office in the region. The representative emphasized the importance of further capacity-building and technical assistance on the topics of skills gaps and mismatches and stressed the importance of continued inclusion of Employers and Workers in capacity-building activities for producers and users of data across the region.
- 257.** In response to the discussion, Mr Diallo, Ms Payet and Ms Touihri thanked delegates for their engagement and valuable comments, noting the requests for additional support on a range of topics, including through additional languages. The requests would be followed up bilaterally. The impact of funding limitations was noted as well as the importance of capitalizing on the full potential of existing data. Clarifications were provided on several issues, including recommendations for the measurement of green jobs.

## **Asia and Pacific**

- 258.** Two representatives of the Secretary-General, Mr T. Habiyakare and Mr P. Buwembo described the Office's work in the Asia-Pacific region since 2018. The main areas covered by the Office's regional activities included: (i) capacity-building in labour statistics and decent work indicators, particularly covering the new labour statistics standards from the 19th and 20th ICLS; (ii) support to implement the latest statistical standards through revised LFS or other data collection exercises; (iii) support to reporting on SDG decent work indicators; and (iv) support to NSO in maintaining data collection systems throughout the disruption of the COVID-19 pandemic and in

the development of monitoring systems to follow the labour market impacts of the pandemic. Mr Buwembo also summarized capacity-building activities developed and delivered in partnership with the ITCILO during the same period.

- 259.** Delegates congratulated the Office on its work to support capacity-building and data collection, production, and dissemination and urged the Office to continue and intensify its support in the region across a range of topics that had been discussed during the 21st ICLS. Delegates further requested the prioritization of support on cross-cutting issues of data dissemination and user engagement.
- 260.** An Employers' representative expressed appreciation of the work undertaken by the regional office and noted their collaboration and support. The representative emphasized the relevance of enhanced data collection in the areas of informality and skills mismatch, as well as employment shortages and youth unemployment and underemployment. The representative linked improved data on these topics to evidence for policy in the areas of social security, employability, and formalisation of informal sectors and jobs.
- 261.** A Workers' representative expressed support for the Offices' activities in the region. The representative noted the complexity of the region and the ways in which this impacted the production of labour statistics. The representative emphasized the particularities resulting from a very high prevalence of informal working arrangements and stressed the importance of the Office's commitment to tripartite collaboration in developing standards, concepts, and indicators for labour statistics. The representative highlighted priority areas for data to policy linkages related to migration, minimum wages, social security, and employment relations.
- 262.** In response to the discussion, Mr Habiyaakare pointed to the considerable dynamism of statistics in the region and expressed appreciation to delegates for their continued commitment and engagement, especially noting the uptake in frequency of LFS as countries transitioned to quarterly survey periodicity. Mr Habiyaakare encouraged delegates to request support from the regional office as they deemed necessary, noting that the Office gain essential experience through collaboration with countries and social partners.
- 263.** Mr Habiyaakare and Mr Buwembo made note of the priorities for regional technical assistance and capacity-building articulated by delegates, referencing the implementation of the 19th and 20th ICLS standards and statistics on informality and skills mismatches. Mr Habiyaakare also outlined planned activities in the region, including several joint activities with countries to pilot new measurement tools and guidance on latest statistical standards.

## **Arab States**

- 264.** A representative of the Secretary-General, Ms G. Eid described the statistical work undertaken by the Office in the period since the 20th ICLS across the 12 Arab Member States. Ms Eid presented three main areas of activity: (i) technical assistance and capacity-building to support countries to implement the 19th and 20th ICLS resolutions; (ii) support and guidance for LFS implementation including questionnaire design, tabulation, and data analysis and dissemination; and (iii) monitoring SDG indicators for which the ILO is a custodian. Ms Eid presented a fourth exceptional area of activity for the reporting period, related to the Office's support to NSO in maintaining data collection systems during the COVID-19 pandemic and in monitoring the impact of the pandemic on labour markets. Work to advance the measurement of informality, to improve labour migration statistics and LMIS implementation, and to expand the availability of resources produced by the Office in Arabic was also mentioned. Ms Eid also summarized some important areas of coordination with other UN organizations and social partners to support and strengthen national statistics systems, as well as priorities for future work in the region.

- 265.** An Employers' representative commended and thanked the Office for its work in the region during challenging times. The representative encouraged the Office to continue its capacity-building efforts for all constituents and requested efforts to connect data users and data producers to intensify the use of data for policy interventions. Informality and skills mismatch statistics were priorities for capacity-building and technical assistance.
- 266.** A Workers' representative commended the Office's work in the region, especially on the measurement of informality.
- 267.** Delegates congratulated the Office for its work in the region and urged a continuation of collaboration and support in the future. Delegates summarized work undertaken, and hurdles overcome to permit the continuation of survey and statistical operations during the COVID-19 pandemic. Delegates described experiences of joint work undertaken with the Office to develop or utilize tools and guidance on key topics, as well as in the implementation of ICLS resolutions.
- 268.** Delegates encouraged the Office to expand the availability of resources, including ICLS resolutions, and measurement tools and guidelines, published in Arabic language. Delegates thanked the Office for its work to strengthen cooperation in the Arab region and encouraged the Office to continue its support for the sharing of accumulated experiences of countries.
- 269.** In response to the discussion, Ms Eid thanked delegates for their valuable inputs and outlined the regional office's immediate plans to deliver support to countries in the production of statistics on informality. Ms Eid took note of delegates' request for future collaboration and technical assistance in the areas of skills mismatch and confirmed that the Office was actively seeking solutions to delegates' requests for Arabic translations of model instruments, recommendations, guidelines, and resolutions. Ms Eid committed to engaging bilaterally with delegates to address their expressed needs and concerns.

## **Europe and Central Asia**

- 270.** A representative of the Secretary-General, Mr V. Ganta provided a summary of the Office's work in Europe and Central Asia, with an emphasis on the technical support given on the implementation of the latest statistical standards, the modernization of LFS data collection, data processing and dissemination, the estimation of the COVID-19 pandemic's impact on the world of work, and analytical work. He shared specific examples of the work conducted in those areas, including in Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova, Montenegro, Turkmenistan, Ukraine, and Uzbekistan

## **Latin America and the Caribbean**

- 271.** A representative of the Secretary-General, Ms M. Cabezas outlined the main activity areas undertaken by the Office since the 20th ICLS across the 33 Latin American and Caribbean Member States, highlighting the substantial work undertaken to promote the implementation of the 19th and 20th ICLS standards. Ms Cabezas noted that, in addition to bilateral activities with individual countries, the regional Office had established strategic alliances with regional organizations, highlighting the work carried out in the Working Group on Labor Market Indicators - in which the ILO acts as executive secretary - and is part of the Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean (ECLAC).
- 272.** Ms Cabezas summarized the regional Office's technical assistance to countries during the COVID-19 pandemic, including a joint ILO-ECLAC technical assistance plan to provide direct support to 13 countries in the region. Ms Cabezas noted further advances across a range of statistical topics, including implementation of LMIS, and statistics on labour migration, child labour, forced labour, DPW, telework and remote working.

- 273.** Ms Cabezas made special mention of the work carried out by the Region in preparation of the 21st ICLS. She noted countries active engagement in the TWG on informality statistics and emphasized the importance of countries' accumulated experience in the measurement of informality. Ms Cabezas also highlighted the active participation of countries in the region involved in the preparation of proposals for the updating of ISCO-08. Ms Cabezas concluded by noting some remaining challenges and summarizing priority areas for future work by the Office in the Region.
- 274.** A Workers' representative thanked the Office for its tireless and vital work in the Region. The representative noted the high quality of analysis and reporting on labour statistics and special topics by NSO in the region. The representative highlighted some key challenges, including NSO budget constraints. The representative reflected on the impacts of the COVID-19 pandemic in the region, noting a deterioration in employment relations and growth in the number of working poor. The representative also emphasized challenges presented by ongoing and intensifying transformations in the world of work and increases in informal employment. Detailed and in-depth tripartite discussions about a fair transition to new types of work and new types of labour markets were needed as a basis for policies to promote social and environmental justice and economic equality.
- 275.** Delegates expressed thanks to the Office for its active engagement and support in the region and noted the importance of continued collaboration. Delegates described past and active areas of collaboration, capacity-building, and technical support provided by the regional office and noted the role played by the office in supporting regional collaboration, cooperation, and knowledge exchange. Delegates also commended the regional office for its leadership on a variety of issues, including data-to-policy and the furthering of cooperation between NSO and ministries.
- 276.** Delegates signalled areas where the support of the Office would be vital going forwards, such as measurement of informal employment, the implementation of LMIS, the integration of administrative records for labour statistics, statistics on care work, and statistics on child labour, and on forced labour. Several delegates actively requested the Office continued support to address capacity issues and close data gaps and increase the availability of published resources in Spanish. Several delegates stated their interest in actively engaging in TWGs to develop new standards.
- 277.** An Employers' representative expressed thanks to the Office for its excellent work in the region. He highlighted the need for guidance on instruments to measure skills development as a priority.
- 278.** In response to the discussion, Ms M. Cabezas thanked delegates for their valuable inputs and acknowledged the challenges described by delegates about the constrained budgets available to support data collection and broader statistical activities. She noted that mixed-mode and modular surveys could potentially reduce the costs of survey operations.
- 279.** Ms Cabezas noted the requests for technical assistance on specific topics and acknowledged the request by the Employers' representative for guidance on skills development measurement. She acknowledged delegates' request that the Office expand the availability of resources in Spanish.

#### Comments from the Secretary-General

- 280.** The Secretary-General noted the importance of drawing out common areas of work in the different regions. He emphasized the value of cooperation and coordination and commended the commitment and engagement of field colleagues in all the regions. He explained that the Office was actively working to institute the regional statistician role for Europe and Central Asia, noting that the region was currently supported by the Office in Geneva.

- 281.** The Secretary-General highlighted challenges for statistical production in the least developed countries and undertook that the Office would continue to serve countries as far as it was able, in the areas that they identified. He observed that the SDG process had triggered a mobilization of financial resources for statistical operations, and highlighted advances made in middle-income countries to strengthen statistical systems. He stressed the need for sustained financing, and expansion of South-South cooperation initiatives, to similarly improve the situation in least-developed countries.
- 282.** The Secretary-General emphasized the importance of longer-term investments in labour statistics as a cost-efficient means to place statistical systems on a sustainable footing, and to inform efforts to alleviate poverty, raise productivity, and advance social justice.

### **Global capacity building programmes**

- 283.** A representative of the ITCILO, Mr M. Mohammed gave an overview of the joint work conducted by the ITCILO and the ILO since the conclusion of the 20th ICLS to identify and satisfy constituents' needs in terms of statistical and analytical capacity building. The carefully designed learning experiences included immersive face-to-face trainings and innovative virtual classes. Efforts to promote and deepen knowledge exchange in the domain of labour statistics and analysis were amongst the priorities for future work. He stressed the commitment of the ITCILO to address the evolving needs of ILO Member States, ensuring a comprehensive grasp of critical topics such as measurement of labour migration, informality, and microdata analysis.
- 284.** In the discussion, delegates expressed their gratitude for the capacity-building activities organized and implemented by the ITCILO and the ILO. In a poll administered by Mr Mohammed, delegates rated positively their experience with ITCILO labour statistics trainings (around 90 per cent of participants gave a rating of 4 or 5 out of 5). Slightly more than 50 per cent of participants stated a preference for face-to-face training, while 25 per cent favoured hybrid modalities and 16 per cent purely online courses.
- 285.** Some delegates mentioned that in a context of difficulties for NSO to retain staff given the more competitive conditions offered by the private sector, interesting capacity-building activities and knowledge exchange initiatives were helpful incentives to provide junior staff with. The need for more capacity-building activities in Spanish was also expressed.

## Discussion and adoption of resolutions

- 286.** A representative of the Secretary-General, Mr K. Walsh presented the updated draft of the *Resolution to amend the 19th ICLS resolution concerning statistics of work, employment, and labour underutilization*. The resolution was adopted by consensus.
- 287.** Mr Walsh then proceeded to give an overview of the drafts of the *Resolution to amend the 16th ICLS resolution concerning the measurement of employment-related income* and of the *Resolution to amend the 17th ICLS resolution concerning household income and expenditure statistics*. Some minor additional changes were suggested and agreed on. These two resolutions were adopted by consensus.
- 288.** The Chairperson of the Committee on Statistics on the informal economy, Ms G. Marquez Colin thanked all participants to the Committee for their hard work, enthusiasm, devotion, and creativity. She also thanked ILO colleagues for their unwavering support and everyone who made the work of the Committee possible, including notetakers and interpreters. She presented in detail the revised version of the *Resolution concerning statistics on the informal economy*, stressing the changes to the initial draft resulting from the Committee discussions. She noted that most updates concerned all three versions of the resolution (in English, Spanish and French), although some specific updates referred only to one language version.
- 289.** Delegates provided a small number of observations and proposals for further changes mainly linked to syntax and punctuation. Subject to amendments to reflect these, the resolution was adopted by the Conference by consensus.



## Appendix 1

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### Report of the Committee on Statistics on the Informal Economy

1. The Committee first met on the morning of October 12, 2023. The Chairperson of the Committee, Ms G. Marquez Colin welcomed the delegates of the Committee and briefed them on the procedures of the Committee. Upon the adoption of the Committee's agenda, the Chairperson asked Mr M. Frosch and Ms F. Bonnet, Representatives of the Secretary-General to provide an overview on the current statistical framework on the informal economy, the process taken for the revision of the current statistical framework and the objectives of the Committee.
2. The Representatives of the Secretary-General explained that the goal of the Committee was to review the draft resolution concerning statistics on informal economy included in the Appendix to Report II and to ensure that the version of the resolution to be submitted to the Conference for approval was coherent, precise, and useful for countries. To further support the review additional room documents were provided including [room document 1 – Conceptual Framework for Statistics on the Informal Economy](#), [room document 2 – Country practices for measuring informal sector and informal employment](#), [room document 3 – Integrating dependent contractors in the framework for statistics on the informal economy](#), [room document 4 – Defining informality for contributing family workers](#), and [room document 5 – Contextualising informality: The Informal Economy Indicator Framework](#). The representatives also outlined the task of the Drafting Committee that was established to ensure that the text of the amended draft resolution correctly reflected the deliberations of the Committee.
3. The work that had been done to develop the new statistical standards concerning statistics on the informal economy was introduced. Mr Frosch outlined the concepts provided both by the 15th ICLS resolution and the 17th ICLS guidelines and explained that while these standards had been essential for countries as guidance for measuring the informal sector and informal employment, several issues needed to be addressed to ensure better and stronger recommendations for countries to improve statistics on informality and its comparability between countries. He presented the important preparatory work carried out by the TWG established to support the development of the new proposal and the various regional convenings at which it was thoroughly discussed. He also highlighted the discussion held at the UNSC in March 2022 and the close collaboration established between ILO, UNSD, IMF and its Informal Economy Task Team.
4. A delegate highlighted the profound implications the discussion at the Committee had for the country given the size of the informal economy and its contribution to the country's GDP and employment. He pointed at the substantial decent work deficits in the informal economy and highlighted the need for better information for policy development and to address the unique challenges posed by informality. He reaffirmed his country's support to the ILO Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) but noted the persisting obstacles in that regard. In support of Report II and the proposed resolution, the delegate expressed its firm belief that the resolution would be a key instrument in overcoming the above challenges and would bring transformative changes in measuring the informal economy through the robust set of indicators and the proposed data disaggregation.

### Preamble, objectives, scope, and reference concepts

5. During the discussion, clarification was asked about the specific wording and formulations proposed in the draft resolution. Regarding the Preamble of the draft resolution, agreement was reached to include reference to the ILO's Centenary Declaration for the Future of Work (2019) and



to sustainable development, especially in view of the useful role the proposed standards would play in supporting the attainment of the SDG.

6. As for the objectives and scope of the resolution, the representative of the Employers' Group suggested including reference to "productivity growth" as one of the policy and programme outcomes related to the transition from the informal to the formal economy. Participants also supported the inclusion of reference to "demographic shifts and climate change" as factors determining economic and social impacts, the evaluation of which should also be supported by the national system of statistics on the informal economy. Under the same passage, for sake of precision, it was also proposed to add the word "fluctuation" to economic cycles.
7. There was a broad agreement in the difficulty that lay with finding the right balance between providing flexibility for the underlying concepts to be able to capture differences in national contexts while at the same time allowing for better harmonization of statistics and comparability at international level. The Representative of the Secretary-General noted that the overall objective was to reduce flexibility to improve harmonization, but this was about the harmonization of published results based on similar concepts and definitions, rather than the harmonization of how those results were derived.

### The boundaries of statistics on informality

8. Concerning informal productive activities, the representative of the Employers' Group proposed several changes. With respect to the list of formal arrangements, proposal was made to add the word "rights" before "responsibilities" in relation to regulations that stipulated the rights, responsibilities and obligations of the economic units and the workers; to add reference to "social dialogue" under labour laws and regulations; and to refer to "financial institutions" in the context of procedures that regulated access to the institutional infrastructure ("financial institutions including banks").
9. Under "informal productive activities of persons," modification was made to the proposed text in relation to unpaid trainee work, volunteer work, own-use production work and other work activities, suggesting the deletion of the part "that include informal activities, tasks and duties."
10. Under "informal productive activities of economic units," it was agreed to replace "economic activities" with the word "production."
11. During the discussion, a delegate noted that in the current version of the draft resolution under the definition of "informal productive activities of economic units," only two subcategories were listed (as opposed to the previously listed three categories, the third being enterprises that could carry out partly formal and informal production). The representative of the Secretary-General explained that indeed, there had been a change to the text resulting from the work with the SNA community. Their recommendation on this issue was to treat production from formal economic units as formal by default because further delineation would be too challenging. The draft resolution was, therefore, aligned with that approach. However, with respect to labour statistics, the concept was integrated into the proposal in relation to independent workers carrying out partly formal or informal work.
12. Under informal market economy, the proposal was agreed to add "for pay or profit" to the concept of informal market economy for sake of consistency.
13. Regarding the narrower concept of the informal market economy, it was agreed to add reference to "enhance productivity, skills development and lifelong learning."

14. Clarification by multiple delegates was also asked in relation to the definition of “employed persons in the informal market economy” and particularly how one can adequately distinguish between persons in informal employment and persons in formal employment carrying out partly informal activities, tasks, and duties and how to treat a situation where persons have multiple jobs. The representative of the Secretary-General responded by explaining that the overarching perspective was that all informal productive activities in relation to all jobs would conceptually be included and that the resolution could be applied to any job, main job, or secondary jobs. However, he noted that within the framework of indicators proposed under the resolution, there was recognition that in practice the focus was often on the main job and statistics were less likely to be extended to the second job. Nonetheless countries were encouraged to provide statistics in relation to the second job as well. Participants also noted that the two categories listed should be read as mutually exclusive.
15. Substantial discussions revolved around whether to explicitly exempt illegal activities from the informal economy, primarily due to concerns about the accurate measurement of such activities. It was clarified that the intent was to exclude activities in which the goods or services themselves were illegal, rather than considering the legality of the activity. For instance, a person operating without the appropriate permits could still be classified in the informal economy, whereas someone involved in the sale of illegal goods should not be classified as doing either formal or informal work. Although it was noted that the SNA framework explicitly includes productive illegal activities as part of the GDP, several delegates advocated for this exclusion, citing various reasons, including the challenges associated with capturing and measuring illegal activities accurately. This is also in line with the proposed integration of the informal economy within the SNA and Recommendation 204 -Transition from the Informal to the Formal Economy (No. 204). Additionally, it was emphasized that such inclusion could lead to a misperception by the public eye, equating the informal economy with illegal activity.

### **Informal sector, formal sector and household own-use production and community sector**

16. There was general agreement on the proposed conceptual definition of the three sectors and the underlying dimensions, namely the intended destination of production and the formal status of the economic unit. Nonetheless, there were various suggestions on refining some of the terminology used. Most notably, delegates suggested modifying the label of the household own-use and community sector to clarify it referred to own-use production, which was unanimously agreed.
17. A delegate requested clarification concerning the concept of production primarily intended for the market but without the intention to generate income, as it appeared to be an uncommon scenario. The representative of the Secretary-General provided clarification by offering an example of voluntary organizations engaged in market-oriented production without profit-seeking intentions. Clarifications were also sought with regards to the term unit, the definition of market, and the interchangeable use of the terms “own-use production” versus “own-use consumption”.
18. There were no comments or objections to including agricultural activities within the scope of the informal sector, thereby allowing for the elimination of the previous option to exclude agricultural activities from this category.
19. A representative of UNECE commended and explained the alignment of the proposed framework and the SNA, emphasizing their common ground and supporting the exclusion of some

undeclared activities. A representative of the Workers' Group also congratulated the collaborative efforts to align the framework of the informal economy with the SNA.

### **Operational definitions of the three sectors**

20. Participants generally expressed support for the proposed operational definition of the three sectors, although some clarifications were requested on the overarching concepts of economic unit, productive activities of the unit and productive activities of persons. Some additional clarifications were sought in each of the three sectors, for example, to clarify if and where direct volunteers would be captured.

### **Formal sector**

21. Some delegates raised concerns over the proposal to remove the size criterion as a primary determinant of the formal status of an economic unit. Furthermore, a delegate underscored the significance of quantifying the size of enterprises as a vital indicator. The representative of the Secretary-General acknowledged that measuring and generating indicators with this level of detail was essential. However, it was reiterated that the criterion for categorizing an economic unit as formal or informal would no longer be included. This exclusion, along with the inclusion of the essential criterion of registration, was intended to improve practical applicability and strengthen alignment with the legal administrative framework in each country.
22. Delegates also questioned the introduction of a novel criterion - engaging at least one formal employee - as indicative of an economic unit's formal status and inclusion within the formal sector. The clarification from the representative of the Secretary-General emphasized that when an economic unit engaged an employee on a formal basis (such as by contributing to social insurances on behalf of the employee or deducting income tax), it required the economic unit itself to possess a formal status (since the economic unit would need to be registered, have accounts for tax purposes, etc.). Establishing a formal status of the employee thereby would be a strong indication that the person indeed worked for a formal economic unit in the formal sector. In addition, it was highlighted that the criterion was mainly intended to simplify the categorization of the sector for employees, which could be particularly challenging.

### **Informal sector**

23. A representative of the Workers' Group recognized the existence of diverse risks and entitlements associated with dependent contractors. It was reflected that, even though dependent workers should ideally enjoy the same rights as employees, this equivalence was not consistently realized in practice. Therefore, it was deemed essential to consider the possibility of categorizing these individuals in the informal sector. It was highlighted and praised that there was such conceptual clarity used in discerning whether dependent contractors should be classified as formal or informal.
24. A question arose regarding the potential hierarchy of importance among the criteria, and it was clarified that there existed no inherent priority among them. In practice, these criteria were expected to intersect and complement one another, with multiple criteria typically being met simultaneously.

### **Household own-use production and community sector**

25. A delegate pointed out that the SNA did not separate households producing for own-use consumption versus what they produced for other households to consume. It was confirmed that this lack of distinction would indeed be different from the labour statistics framework as labour

statistics would make a distinction between own-use production work and direct volunteer work. However, both these types of activities would be categorized in the household own-use production sector thus aligning to the need of the SNA.

26. A representative of the Workers' Group sought clarification regarding the integration of care work into the framework. It was explained that care work encompasses various forms of work and would therefore be found within the three sectors.

### Informal work

27. There were no disagreements with the definition of informal work, although there were several requests for clarifications and refinements to the proposed language to be consistent with earlier passages. These included adding the notion of rights alongside responsibilities and referring to the latest standards on work and employment, not just on work. Furthermore, it was agreed that supplementary materials describing the conceptual framework would incorporate explicit examples of home-based workers to ensure that female home workers would not be overlooked.

### Informal employment

28. Delegates presented several suggestions aimed at enhancing the language, although these adjustments did not influence the definitions. These suggestions included the continuation of more consistently using the phrase "in law or in practice" when referring to what was covered by formal arrangements, the inclusion of the reference to personal risks in conjunction with economic risks, a clarification on whether one or both criteria were applicable, and the elimination of redundant information in various sections.
29. Concern was expressed regarding the specificity of the definition of main job, which had the potential to cause confusion. The representative of the Secretary-General noted that this definition was in alignment with the definition of main job as stipulated as stipulated in the 19th ICLS resolution concerning statistics of work, employment and labour utilization para 12 b, i.. The inclusion was intended to underscore the separation between main job and secondary jobs.
30. Furthermore, there was a request for clarification on how to identify the main job in cases where information on hours or income was not available. The recommendation put forth was that if these questions were not incorporated into the LFS despite their relevance, follow-up questions should be administered to ascertain which job the individual dedicated the most time to or derived the highest income from.

### Formal employment

31. There was full agreement on the definition of formal employment.
32. The representative of UNECE acknowledged there was a slight discrepancy between the proposed resolution and the definition of formal jobs in the SNA framework. According to the SNA, registration alone was considered a sufficient condition for categorizing an economic unit as formal. In contrast, the proposed text stipulated the requirement of an additional criteria for such formal classification as the registration needed to be attached to a coverage of formal arrangements. Furthermore, it was emphasized that the overarching objective of specifically defining what being registered for tax implied was to avoid categorizing individuals as having formal jobs if they were merely declaring taxes.
33. Considerable discussions revolved around Table 3, which illustrated informal and formal jobs by status in employment and sector. Several recommendations were put forward, including suggestions for the inclusion of additional columns, rows, and potential footnotes. Delegates reached an agreement to modify the terminology in alignment with ICSE-18 and to incorporate

footnotes in the column headers to provide clarification regarding the specific ICSE18-A categories to which they referred.

## **Operational definitions of informal and formal jobs**

### **Independent workers**

34. There was general agreement on the operational definition of informal and formal jobs held by independent workers.

### **Dependent contractors**

35. The proposed operational definitions of formal and informal jobs for dependent contractors were well received by the delegates and there was a strong and unanimous support from all the delegates regarding the proposed text. There was also agreement that such unanimous support was achieved through the thorough preparatory work carried out by the Office and the TWG since the 20th ICLS and leading up to the 21st ICLS discussion.

### **Employees**

36. Concerning the operational definition of informal and formal jobs for employees, the representative of the Secretary-General explained that the proposed definitions aimed to capture that for employees the formal and informal status of the job was closely related to the extent to which an employer recognized the employee's work relationship in relation to the legal administrative framework of the country and provided them with access to formal arrangements, such as labour laws, social insurance and employment benefits.
37. There was consensus and support on the proposed operational definitions. Clarifications were, however, asked in relation to the various criteria proposed to define the informal and formal jobs for employees. The representative of the Secretary-General explained that while the employer's contribution to statutory social insurance was the prioritized criteria proposed under the resolution, the combination of additional criteria of paid annual leave and paid sick leave where information on social insurance was not available or meaningful could be used. In addition, countries could also use additional national criteria to further support the definition if deemed useful.
38. The representative of the Secretary-General also clarified that while contribution to social insurance by the employer was a sufficient criterion to define the job of an employee as a formal job, the proposal recommends collecting information regarding all three criteria because those criteria allowed for comparable indicators and regional and global estimates. To better reflect on the above, the text of the draft resolution was proposed to be changed to replace the word "include" with the words "collect information regarding" employer's contribution to statutory social insurance, access to paid annual leave and paid sick leave.
39. Regarding paid annual leave and sick leave, the representative of the Secretary-General indicated that while there were cases where some form of compensation was paid in practice during sick or annual leave, for it to be indicative, it needed to be linked to fulfilling the legal obligations of the employer. Testing indicated that informal employees might, for example, receive some payment during sickness. To avoid falsely classifying these jobs as formal, it was important to use both access to paid sick leave and access to paid annual leave (if used as part of the definition) as a basis for defining the job as formal as it was unlikely that an informal employee would have access to both.

40. A representative of the Workers' Group asked how the various stages of transition from informal to formal job could be classified and measured. The representative of the Secretary-General responded that while there was indeed a continuum for such transition that might not be well reflected by the dichotomic concept, the proposed indicators framework would, nonetheless, provide an important means to measure the various stages of such transition.

### **Contributing family workers**

41. The new framework proposed by the draft resolution was welcomed and generally supported by the delegates. Some delegates raised some concerns and asked for clarification regarding the operationalization of the classifications of formal versus informal jobs held by contributing family workers, particularly in view of the heterogeneous national contexts. The representative of the Secretary-General, in his response to the concerns raised, explained that unpaid contributing family workers were categorized as employed as they derive, indirectly or directly, benefits from the family business (work for-profit) and that classification of the job as formal could depend on the presence of formal arrangements for the contributing family worker. He also stressed that contributing family workers should not be equated with domestic workers. Should domestic workers receive compensation, they were considered employed. In cases where compensation was not received, the classification would involve a different form of work (for instance, voluntary work).
42. With regards to questions raised concerning formal jobs held by contributing family workers, the representative of the Secretary-General noted that the proposed definition permitted countries to continue defining jobs held by contributing family workers as informal by default in the absence of formal arrangements. In countries with formal arrangements, the job could be considered formal if the family business was a formal economic unit, and the contributing family worker was registered and covered by some formal arrangements, such as access to job-related statutory social insurance.
43. The representative of the Workers' Group noted in this respect that the proposal put forth in the resolution aimed to address a dynamically changing world, especially with the acknowledgement of the countries, albeit a small portion, where formal arrangements existed for contributing family workers. The Workers' Group supported the initiative which they believed was thought out and aligned the overall framework with the evolving circumstances in some countries.

### **Persons in formal employment carrying out partly informal activities**

44. It was unanimously agreed by the delegates that there was a need to capture informal productive activities carried out by persons in formal employment. It rendered the framework more pertinent to high-income countries, in which such situations are not uncommon, a point which was underscored by the representative of the Secretary-General and subsequently emphasized by the representative of the Workers' Group. Concrete examples were provided to bring clarity to this concept in response to requests for clarifications.

### **Informal productive activities and forms of work other than employment**

45. There were discussions on whether to refer to digital platform workers in several paragraphs. It was agreed that, although there was currently no statistical definition for digital platform workers, it would be important and forward-looking to explicitly mention this group of workers to acknowledge their existence and the need to identify if they were engaged in formal or informal work and if they operated in the formal or informal sector.



46. During the deliberations concerning the own-use provision of services, it was clarified that governmental transfers provided to other household members would not serve as adequate evidence to classify the work performed as formal. To qualify as such, the compensation would need to be disbursed directly to the individual rendering the services.
47. Several delegates brought forth the matter of children engaging in activities that might conceivably fall under the purview of informal work. It was collectively acknowledged that child labour constitutes a distinct subject, characterized by its own set of statistical standards, and unequivocally, it was not entwined with the issue of formalization.

### Data sources and guidelines for data collection

48. While there was a broad consensus in favour of incorporating various data sources, along with commendation for the Office's innovative guidance, a couple delegates drew attention to the omission of any reference to big data. It was collectively agreed that the resolution's purpose was to recommend established data sources, from which it was already evident that statistics could be derived, whereas big data could be considered in the future for exploratory work.
49. Discussions also revolved around the use of administrative records, particularly concerning whether household survey data should be prioritized when records could also directly capture informal employment and the informal sector. The primary focus remained on the distinction between direct and indirect measurement, with the consensus being that direct measurement of total informal employment would only be feasible through household surveys for most countries. It was agreed the language could be refined to clarify this point.
50. A delegate underscored the significance of effectively communicating the different figures that would result from the use of different sources. This was recognized as a potential issue that could impact the credibility of the statistics if not communicated with clarity.
51. A delegate requested replacing the terminology "own-account workers" with "independent workers without employees" to be consistent with the terminology established in ICSE-18.

### Indicators, disaggregation, and analysis

52. Participants expressed strong support and appreciation for the work that was done and praised particularly the Office's wide and cross-department collaboration. The representative of the Workers' Group stressed that the inclusion of indicators and the discussion concerning those marked a coming of age of the ICLS as the level at which information had been shared and explained regarding the indicator's framework was novel in the history of ICLS. The delegate noted that the framework also strikes the desired balance in that it provided enough information without being overly excessive.
53. In terms of the practical application of the indicator's framework, one of the delegates, speaking on behalf of Ukraine, Azerbaijan, Armenia, the Republic of Moldova, and Kyrgyzstan, asked how countries that had not adopted ICSE-18 but continued to apply ICSE-93 could employ the proposed resolution. The representative of Secretary-General noted that the Office would continue to encourage countries to introduce and test ICSE-18 and was ready to provide technical assistance in that regard, especially in view that the proposed standards built on ICSE-18. He, however, also noted that bigger concerns related to countries that had not aligned to the 19th ICLS *Resolution concerning statistics on work, employment, and labour underutilization*, in which case the implementation of the newly proposed standards would be highly problematic.
54. Participants asked whether and to what extent could the construction of a synthetic or composite indicator be considered under the proposed framework. Some of the delegates noted in this



regard that with such synthetic indicator tracking change over time could become difficult as it masked the drivers explaining the observed change and could impact country comparison should the underlying data collection differ significantly in terms of quality and sampling among countries. The representative of the Secretary-General in her response noted that while the construction of a synthetic indicator was discussed in the TWG, the conclusion was to not engage in such measure in part because the aim was to help better understand informality and its dimensions under the diversity of country contexts. The representative of the Secretary-General, nonetheless, noted that this should not prevent any country from engaging in the construction of their own synthetic indicator.

55. In relation to informal employment, delegates noted that additional clarity would be needed on the wording of “regular frequency” given the different degree of regularity at which (different) data was collected by countries. The representative of the Secretary-General noted that it was precisely the acknowledgement of the existing variety because of which the text left the wording somewhat open ended. After some discussions, the proposal was to add “for example at quarterly or yearly intervals”.
56. There were also several comments made in relation to sex and/or gender with respect to the wording of the six dimensions of informality (Article 127) and that of “contextual vulnerabilities”, one of the six dimensions of informality. Regarding sex and/or gender, the representative of the Secretary-General explained that there was a specific article under the Disaggregation part of the draft resolution that focused on the gender dimension of informality – addressing the issue in a more horizontal manner, requesting particular attention to be paid to the gendered dimensions of informality when producing and analysing the proposed indicators.
57. Delegates agreed to reformulate the guidance on developing indicators related to contextual vulnerabilities to better capture the intersectional nature of vulnerabilities.
58. A proposal made by one of the delegates to include an indicator capturing the motivation to opt into informal work and thus to better understand the informal employment structure was welcomed by the representative of the Secretary-General, noting that while it was not included in the resolution itself, it could be nonetheless included in the broader indicator framework.
59. For the sake of clarity and consistency, delegates also proposed and agreed on adding a footnote of “available on the ILO website” to “Informal Economy Indicator Framework” to clarify that the framework referred to in the main text was the one proposed by the ILO; to add “where applicable” to the reference to collective agreements under indicators to provide information on working conditions among workers with informal main jobs and formal main jobs (“Percentage of employees with informal and formal main jobs covered by one or more collective agreements where applicable”); to reformulate the indicator proposed for contextual information on the degree of vulnerability within households as “Percentage of persons with respectively informal and formal main jobs who are living in households below the national poverty threshold” as opposed to the original text of “Percentage of persons with informal main jobs, living in poor households and non-poor households”; to replace “value” with “monetary value” under the proposed text for indicators to measure partly informal productive activities; and to replace the wording proposed under information on essential categories of informal work other than employment to “The number of informal subsistence foodstuff producers and percentages in relation to: (i) the sum of persons with informal main jobs and subsistence foodstuff producers; and (ii) total employed persons and subsistence foodstuff producers”. With respect to disaggregation and analysis, it was proposed and agreed to add “or owners” after the word “owner” and “actually” to the wording hours worked (“hours actually worked”).

## Appendix 2 – Adopted resolutions

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### ► Resolution I

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#### Resolution concerning statistics on the informal economy

##### Preamble

The 21st International Conference of Labour Statisticians (ICLS),

Having reviewed the relevant texts of the resolution concerning statistics of employment in the informal sector, adopted by the 15th ICLS (1993), and the Guidelines concerning a statistical definition of informal employment, endorsed by the 17th ICLS (2003),

Taking into consideration the resolution concerning statistics of work, employment and labour underutilization, adopted by the 19th ICLS (2013), the resolution concerning statistics on work relationships, adopted by the 20th ICLS (2018), and the resolution concerning decent work and the informal economy, adopted by the International Labour Conference at its 90th Session (2002), as well as the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), the ILO Declaration on Fundamental Principles and Rights at Work (1998), as amended in 2022, and the ILO Centenary Declaration for the Future of Work (2019),

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 (SNA), working time, employment-related income, household income and expenditure and decent work indicators,

Recognizing the need to revise and broaden the existing standards for statistics on the informal economy in order to: enable the better statistical measurement of various aspects of informal productive activities and of workers and economic units in the informal economy; extend the scope of the informal economy to cover all forms of work; describe adequately the characteristics and working conditions of workers with informal jobs and the characteristics of informal economic units; identify the main drivers of informality and monitor changes and transitions between the informal and formal economy; and provide guidelines on a wider set of measures than previously defined at the international level, 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 the informal economy, to their contribution to the measurement of decent work and the well-being of households and society in general, thereby supporting and facilitating the transition from the informal to the formal economy, and to the achievement of gender equality, sustainable development and social justice,

Acknowledging that the relevance of statistics on the informal economy 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 20th day of October of 2023 the following resolution in substitution for the resolution of 1993 and for the Guidelines of 2003 cited above.

## Objectives and scope

1. This resolution aims to set standards for statistics on the informal economy to guide countries in updating, harmonizing and further developing their statistical programmes in this field. It defines the statistical concepts of informal productive activities, the informal economy, the informal market economy and informal work for reference purposes and provides operational concepts, definitions and guidelines for the statistical measurement of its components. Statistics on the informal economy are concerned with: (a) whether the productive activities of workers or economic units are in law and in practice covered by formal arrangements intended to protect and regulate the actions and functions of workers and economic units, and the formal status of both the economic unit and the work relationship of the worker; and (b) the degree of exposure to economic and personal risk due to a lack of effective coverage by formal arrangements.
2. In order to promote the coherence and integration of statistics from different sources on different aspects on the informal economy, the resolution provides:
  - (a) an overarching conceptual framework for statistics on the informal economy;
  - (b) definitions of distinct subsets of economic units depending on their formal status and the intended destination of their production;
  - (c) a set of definitions of distinct subsets of informal work, including informal employment, consistent with the forms of work framework established by the latest standards on work, employment and labour underutilization;
  - (d) a set of indicators to provide further information on the diversity of characteristics, circumstances and needs of workers and economic units, their exposure to economic and personal risk, the degree of coverage by formal arrangements and the identification of prevalent forms of informality and of particular groups of policy interest; and
  - (e) operational concepts, definitions and guidelines for the compilation of statistics on the informal economy and the indicators.
3. These standards should serve to facilitate the production of different subsets of statistics on the informal economy for different purposes as part of an integrated national system that is based on common concepts and definitions.
4. Each country should aim to develop its system of statistics on the informal economy in order to provide an adequate information base for a wide range of descriptive and analytical purposes, including for (a) describing and enhancing understanding of the informal economy and (b) supporting the development of policies addressing the informal economy, while taking account of specific national needs and circumstances. Such a system should be designed to achieve a number of objectives, in particular to:
  - (a) describe the structure and evolution of the informal economy, allowing for the identification of groups of workers and economic units highly likely to be included and represented in the informal economy;
  - (b) assess the situation among population groups in the formal and informal economy, such as women and men, young people, migrants and other groups of particular policy concern, and analyse the relationship between informal employment and informal work in relation to forms of work other than employment and their economic and social outcomes;
  - (c) monitor and inform the design, implementation and evaluation of economic and social policies and programmes related to the transition from the informal economy to the formal economy, including with regard to the prevention of the informalization of formal jobs and

formal economic units, employment creation, productivity growth and the extension of social protection, income security, poverty reduction, gender equality and decent work;

- (d) provide a comprehensive description of the participation in and composition of informal employment and of the degree of coverage by formal arrangements among workers in informal and formal employment, as well as among informal and formal economic units, including their exposure to economic and personal risks associated with the work;
  - (e) provide information on the size and composition of the informal sector and on production inputs, including labour inputs, and outputs to create exhaustive estimates for the purposes of national accounts, including to support the construction of input-output tables and estimates of value added, the contribution of informal sector activities to gross domestic product (GDP) and the productivity of the informal sector, and for the compilation of thematic and extended accounts;
  - (f) identify decent work deficits and evaluate the economic and social impacts arising from demographic shifts, climate change, as well as from macroeconomic changes such as fluctuations in economic cycles, digitalization or long-term changes in the size and composition of the informal economy; and
  - (g) provide the evidence needed to evaluate the impact and outreach of government policies aimed at protecting and regulating the actions and functions of workers in relation to paid and unpaid work.
5. To support these objectives, the standards are complemented by an associated indicator framework for countries to use, depending on national needs and objectives. This extensive and dynamic set of indicators provides additional information on the extent and nature of the informality of jobs and economic units and their contribution to the economy; transitions between formality and informality; the different levels and types of vulnerability or protections associated with the work environment and personal, household or other contextual factors; and the drivers of formalization or informalization, including in wider labour, gender and social and economic contexts.
6. In developing statistics on the informal economy, countries should endeavour to apply these standards in order to facilitate international comparability and to permit the evaluation of trends and structural changes for the purpose of labour market and social and economic analysis.

## Reference concepts

7. Statistics on informality are concerned with the informal nature of (a) the productive activities of economic units and (b) the productive activities of persons, where:
- (h) the concept of “productive activities of economic units” is aligned with the definition in the SNA and includes processes or activities carried out under the control and responsibility of an economic unit and that use inputs of labour, capital, goods and services to produce outputs of goods or services;
  - (i) the concept of “economic unit” is aligned with that defined in the SNA and distinguishes between:
    - (i) market units (corporations, quasi-corporations and household market enterprises);
    - (ii) non-market units (government and non-profit institutions serving households); and
    - (iii) households that produce goods or services for own final use (households);

- (j) the concept of “productive activities of persons” is aligned with the definition of “work” in the current international standards concerning statistics of work, employment and labour underutilization. It includes activities within the SNA production boundary as well as activities outside the SNA production boundary but inside the SNA general production boundary; and
  - (k) work can be subdivided into five distinct forms:
    - (i) own-use production work;
    - (ii) employment work;
    - (iii) unpaid trainee work;
    - (iv) volunteer work;
    - (v) other work activities.
8. The units that are relevant for the production of statistics on informality are persons, jobs or work activities, and economic units.
  9. All productive activities defined as work can be linked to a specific job or work activity and all jobs and work activities can be categorized by status in employment and status at work as defined in the most recent standards concerning statistics of work, employment or work relationships.

## **The boundaries of statistics on informality**

### **Informal productive activities**

10. For statistical purposes, the concept of “informal productive activities” is defined as all productive activities carried out by persons or economic units that are – in law or in practice – not covered by formal arrangements.
11. The concept includes productive activities within the SNA general production boundary that are – in law or in practice – not covered by formal arrangements as established by regulations and laws, such as:
  - (a) regulations that stipulate the rights and responsibilities and obligations of the economic units and the workers;
  - (b) commercial laws that regulate the productive activities carried out by economic units and their engagement in commercial contracts, including to safeguard their intellectual and physical property;
  - (c) procedures to report economic activities such as fiscal obligations in order, for example, to pay taxes or to cover employees by social security;
  - (d) labour laws and regulations such as those relating to freedom of association, rights to collective bargaining, paid annual leave, paid sick leave, the minimum wage, hours of work, social security coverage and social dialogue; and
  - (e) procedures that regulate access to the institutional infrastructure such as , markets, governmental support mechanisms and financial institutions including banks.
12. Coverage by formal arrangements in law and in practice does not merely imply having legal coverage by the formal arrangements but means that the arrangements should be effectively

accessed in practice by the worker and the economic unit by fulfilling procedures that entail duties and obligations for all parties involved.

### **The informal economy**

13. The “informal economy” comprises all informal productive activities of persons or economic units, whether or not they are carried out for pay or profit.
14. Illegal and illicit activities where the goods and services are forbidden by law are excluded from the informal economy and from other statistical concepts defined in these standards. Activities where the goods and services produced are usually legal but become illegal when carried out by unauthorized producers are to be included together with other informal productive activities in the informal economy.
15. “Informal productive activities of persons” include informal tasks and duties carried out by persons in:
  - (a) informal employment, as defined in paragraph 56;
  - (b) formal employment, carrying out partly informal activities, tasks and duties, as defined in paragraph 92; and
  - (c) unpaid trainee work, volunteer work, own-use production work and other work activities, as defined in paragraph 97.
16. “Informal productive activities of economic units” include informal production carried out by:
  - (a) economic units in the informal sector, as defined in paragraph 26(b); and
  - (b) households producing for own final use, including direct volunteer work, and production by non-formal non-profit organizations, as defined in paragraph 26(c).
17. The concept of the informal economy enables the comprehensive measurement of the informal productive activities carried out by economic units and of informal productive activities by persons in relation to employment and undertaken through forms of work other than employment.

### **The informal market economy**

18. For statistical purposes, the concept of the “informal market economy” is defined as all production for pay or profit in the informal sector and all productive activities of workers in employment that are – in law or in practice – not covered by formal arrangements.
19. “Employed persons in the informal market economy” include:
  - (a) persons in informal employment, as defined in paragraph 56; and
  - (b) persons in formal employment carrying out partly informal activities, tasks and duties, as defined in paragraph 92.
20. “Informal productive activities of economic units in the informal market economy” include production undertaken by economic units in the informal sector, as defined in paragraph 26(b).
21. The narrower concept of the informal market economy includes the core concepts of informal employment and the informal sector, and is essential for designing and evaluating inclusive economic and social policies that aim to improve working conditions, achieve gender equality,

reduce poverty, promote decent work, enhance productivity, skills development and lifelong learning and support the formalization of the informal market economy.

### Informal sector, formal sector and household own-use production and community sector

22. Two aspects of an economic unit need to be established to identify the informal sector, the formal sector and the household own-use production and community sector:
  - (a) the intended destination of the production; and
  - (b) the formal status of the economic unit.
23. **The intended destination** reflects whether the production is mainly intended for the market with the purpose of generating a profit and income.
24. Types of production that are not intended for the market with the purpose of generating a profit and income include:
  - (a) production that is mainly for own final use; and
  - (b) production mainly intended for the market but without an intention to generate income; and
  - (c) non-market production that is mainly for final use by other households.
25. **The formal status of the economic unit** reflects whether the unit is formally recognized by government authorities as a distinct producer of goods or services and is thus covered by formal arrangements.
26. Depending on the formal status of the economic unit and the intended destination of the production, economic units can be allocated mutually exclusively to one of the following sectors:
  - (a) The formal sector, comprising economic units that are formally recognized as distinct producers of goods and services for the consumption of others and whose production is mainly intended for the market with the purpose of generating an income or profit, for a non-profit purpose, or non-market production for use by other economic units (corporations, quasi-corporations, government units, formal non-profit institutions serving households and formal household unincorporated market enterprises).
  - (b) The informal sector, comprising economic units whose production is mainly intended for the market with the purpose of generating income and profit, but that are not formally recognized as producers of goods and services distinct from the own-use production of the owner-operators' household (informal household unincorporated market enterprises).
  - (c) Household own-use production and community sector, comprising economic units that are not formally recognized as producers of goods and services for the consumption of others, whose production is either mainly for the household's own final use, or for the use of other households, without the purpose of generating income and profit for the producing household or households or the members of the non-formal non-profit organization (households and non-formal non-profit organizations).



27. Economic units in the formal sector, the informal sector and the household own-use production and community sector may use different forms of informal paid and unpaid work as input to their formal or informal production (table 1).

► **Table 1. Informal productive activities by economic units in the informal economy**

Economic units		Informal production				
Sector		Formal sector	Informal sector *	Household own-use production and community sector		
Informal productive activities by economic units		Production in the formal sector is formal	All production by informal household unincorporated market enterprises	Production by informal employees engaged by households and non-formal non-profit organizations	Informal household own-use production, non-formal non-profit organizations and direct volunteer work	
Form of informal work as input to production	For pay or profit	Informal employment *	Informal employment *	Informal employment *		
		Partly informal productive activities of persons in formal employment *		Partly informal productive activities of persons in formal employment *		
	Not for pay or profit	Informal unpaid trainee work	Informal unpaid trainee work	Informal unpaid trainee work		
		Informal volunteer work	Informal volunteer work		Informal volunteer work	
					Informal own-use production work	
Relation to SNA production boundary		Goods and services			Goods	Services
		SNA production boundary				
		SNA general production boundary				

\* Components of the informal market economy.

## Operational definitions of the three sectors

### Formal sector

28. The formal sector comprises all economic units that are formally recognized as producers of goods and services and are thus covered by formal arrangements. These formal economic units are characterized by:
- (a) having a formal status as distinct producers of goods or services by:
    - (i) being owned or controlled by the government; or
    - (ii) being recognized as separate legal entities from their owners; or
    - (iii) keeping a complete set of accounts for tax purposes; or
    - (iv) being registered in a governmentally established system of registration; or
    - (v) producing for the market and employing one or more persons to work as an employee with a formal job;
  - (b) the intended destination of the production being:

- (vi) mainly for the market with the purpose of generating an income and profit or with a non-profit purpose, or non-market production for use by other economic units.

29. For the operationalization of the criteria listed in paragraph 28(a), the requirements set out in paragraphs 30–36 below should be taken into account.
30. **Economic units that are owned or controlled by the government** (paragraph 28(a)(i)): Economic units that are owned or controlled by the general government include units that are part of the central, state or local government and economic units owned and operated by the State with the purpose of producing goods and services for the population, such as state healthcare, public schools, defence, public order and safety, or producing market goods and services (public corporations). This excludes situations where the general government might control access to the market or similar but does not own and control the economic units carrying out the production.
31. **Economic units that are recognized as separate legal entities from their owners** (paragraph 28(a)(ii)): Economic units that are incorporated (such as a limited liability corporation or limited partnership) and therefore recognized as legal entities separate from their owner are formally recognized producers of goods and services. The incorporated status of the economic unit implies a separation of assets and income between the owner and the enterprise and a limited legal liability for the owner in relation to, for example, any debts or other obligations held by the enterprise.
32. **Economic units that keep a complete set of accounts for tax purposes** (paragraph 28(a)(iii)): Enterprises that keep a complete set of accounts (including balance sheets, assets, liabilities, flows of income and capital between the enterprise and the owner) for the purpose of aligning to tax regulations or other relevant regulations are defined as formally recognized enterprises and thus included in the formal sector.
33. **Economic units that are registered in a governmentally established system of registration used for granting access to benefits and that carries obligations** (paragraph 28 (a)(iv)): Registration implies formal recognition of the economic unit as an entity producing for the market distinct from the own-use production of the owner-operators' household, irrespective of whether this separation is a de facto legal separation or a financial separation. Registration should refer to a register or registers in the given country used for granting access to benefits such as tax deductions, obtaining a separate legal identity for enterprises, granting access to statutory social insurance (if it implies a formal status of the economic unit) and carrying obligations such as paying business tax and keeping accounts. The register or registers would typically be at a national level, but could also be at a local level if the register is governmentally established and controlled, but locally administrated.
34. Depending on the national context, the existence of simplified accounts for tax purposes can be an indication of registration, if keeping these accounts implies a registration of the economic unit and thereby a formal recognition of the economic unit. In countries where registering an enterprise might not necessarily carry any obligations or benefits, there might be a need to combine different registers such as, for example, the business register and the tax register, to ensure that a certain degree of formal arrangements comes with the formal status of the economic unit.
35. In case countries have special regulations and registers targeting a specific type of production, such as agricultural activities, registration may also refer to these specialized national registers.

However, registers used for purposes other than production or the operation of a business, such as those related to land tenure, are not assumed to imply the existence of a formal enterprise.

36. **Economic units that employ one or more persons to work as an employee with a formal job** (paragraph 28 (a)(v)): Economic units that employ one or more persons under conditions that meet the requirements of a formal job held by an employee, as defined in paragraphs 83–86, are considered to be formally recognized economic units and thus form part of the formal sector, unless the economic unit is a household in the household own-use production and community sector. Economic units that employ one or more persons to work under conditions that meet the requirements of an informal job, as defined in paragraphs 76–80, may be defined as formal economic units, informal household unincorporated market enterprises or households, depending on the formal status of the economic unit and the intended destination of the production.
37. Formal economic units can carry out economic activities in any type of industry. The production by formal economic units is, by default, considered formal production, but could include informal productive activities carried out by persons when informal work is used as input to that production. This includes formal economic units engaging informal employees, formal employees carrying out partly informal productive activities and persons carrying out informal work other than employment.

#### Workers in the formal sector

38. Persons carrying out work in the formal sector include employed persons in the formal sector, unpaid trainees and volunteers carrying out work for a formal economic unit.
39. Persons employed in the formal sector include independent workers who own and operate a formal enterprise, dependent contractors who own and operate a formal enterprise or are registered for tax, employees and contributing family workers with informal or formal jobs carrying out work for a formal economic unit.

#### Informal sector

40. For statistical purposes, the informal sector is defined as comprising economic units that are producers of goods and services mainly intended for the market to generate income and profit and that are not formally recognized by government authorities as distinct market producers and thus not covered by formal arrangements. These informal household unincorporated market enterprises are characterized by:
  - (a) not having a formal status as a market producer, by:
    - (i) not being owned or controlled by the government; and
    - (ii) not being recognized as separate legal entities from their owners; and
    - (iii) not keeping a complete set of accounts for tax purposes; and
    - (iv) not being registered in governmentally established system of registration; and
    - (v) not employing one or more persons to work as an employee with a formal job;
  - (b) the intended destination of the production being:
    - (vi) mainly for the market with the purpose of generating an income and profit for the owner or owners of the enterprise.

41. For the operationalization of the criteria listed in paragraph 40(a), the requirements set out in paragraphs 30–36 should be taken into account.
42. A characteristic of informal household unincorporated market enterprises is that their production is mainly intended for the market with the purpose of generating an income or profit for the owner or owners of the enterprise. This ensures that the main purpose of an informal household market enterprise is to generate income and employment for the persons concerned. Economic units with production mainly intended for own final use, or whose market production is not intended to be a source of income and profit, are therefore excluded from the informal sector.
43. Informal household unincorporated market enterprises can engage in production in all industries, agriculture as well as non-agriculture, insofar as the production is mainly intended for the market to generate an income and profit. All productive activities of informal household unincorporated market enterprises are, by definition, informal productive activities.
44. Informal household unincorporated market enterprises, which are thus in the informal sector, can be viewed as a subsector of the household sector as defined by the SNA. Informal household unincorporated market enterprises share characteristics with households as defined by the SNA and there is no clear separation in practice between the assets and liabilities of the informal household unincorporated market enterprise and the owners.

#### Multiple informal household unincorporated market enterprises

45. A single household can include multiple informal household unincorporated market enterprises and may also engage in different types of production in parallel, including production for own final use and production in relation to one or more informal household unincorporated market enterprises.
46. Informal household unincorporated market enterprises can be owned and operated by one person only or in partnership with members of the same household or other households. Different unrelated market activities carried out by different household members are defined as separate informal household unincorporated market enterprises. Different unrelated market activities that involve different kinds of productive activities, as defined by the International Standard Industrial Classification of All Economic Activities, and different skill requirements and occupations, as defined by the International Standard Classification of Occupations, carried out by the same person can, if feasible and relevant, be defined as separate informal household unincorporated market enterprises.

#### Workers in the informal sector

47. Persons carrying out work in the informal sector include employed persons in the informal sector, unpaid trainees and volunteers carrying out work for an informal household unincorporated market enterprise.
48. Persons employed in the informal sector include independent workers who own and operate an informal household unincorporated market enterprise, dependent contractors who do not own and operate a formal economic unit and are not registered for tax, employees and contributing family workers who are employed in informal household unincorporated market enterprises.

#### Household own-use production and community sector

49. The household own-use production and community sector comprises all households producing goods or services that are mainly intended for own final use or for the use of others without the

purpose of generating an income or profit by undertaking direct volunteering and all non-formal non-profit organizations serving households. These units are characterized by:

- (a) not being formally recognized as distinct producers of goods or services; and
- (b) the production that takes place being mainly intended for:
  - (i) the own final use of the household; or
  - (ii) the use of other households without the purpose of generating an income or profit for the members of the household or non-formal non-profit organization.

### Workers in the household own-use production and community sector

- 50. Persons carrying out work in the household own-use production and community sector include:
  - (a) persons employed in the household own-use production and community sector, including domestic employees;
  - (b) household members carrying out own-use production of goods and services; and
  - (c) volunteers carrying out direct volunteer work or organization-based volunteer work for a non-profit organization that is not formally recognized.
- 51. Persons employed in the household own-use production and community sector include employees with informal or formal jobs engaged by the household to produce goods or provide services to be consumed by the household and employees with informal jobs engaged by non-formal non-profit organizations.

### Subsectors of the household own-use production and community sector

- 52. The household own-use production and community sector may, if feasible and relevant in the national context and depending on statistical objectives, be further categorized into the pairs of dichotomous subsectors set out below.
  - (a) Households producing for own final use versus non-profit organizations that are not formally recognized by the legal administrative framework of the country.
    - (i) This dichotomy is relevant in relation to statistics on volunteer work.
    - (ii) The identification of the two subsectors requires additional information on the degree of organization of the volunteer work carried out for use by other households.
  - (b) Household own-use production and community sector within the SNA production boundary versus household own-use production and community sector outside the SNA production boundary (but within the SNA general production boundary).
    - (i) This dichotomy enables a comprehensive measurement of all informal productive activities in the informal economy that are within the SNA production boundary.
    - (ii) The goods and services to include in the two different subsectors should follow the latest recommendations defining the SNA production boundary.
  - (c) Households and non-formal non-profit organizations with employees versus households and non-formal non-profit organizations without employees.
    - (i) This dichotomy enables the identification of households and non-formal non-profit organizations as employers, for example households engaging domestic employees.

- (ii) It requires information on whether households producing for own final use and non-formal non-profit organizations engage employees and thereby constitute an employer.
- (iii) If non-formal non-profit organizations are not separately identified these are to be treated as households thereby creating the dichotomy of households producing for own final use with employees versus households without employees.

## Informal work

53. Informal work consists of productive activities performed by persons that are – in law or in practice – not covered by formal arrangements. It comprises:
- (a) productive activities carried out by persons in employment that are, in law or in practice, not covered by formal arrangements such as regulations and laws that stipulate the rights and responsibilities, obligations and protection of the economic units and the workers; and
  - (b) productive activities carried out in relation to:
    - (i) own-use production work;
    - (ii) volunteer work;
    - (iii) unpaid trainee work; and
    - (iv) other work activities,
- as defined by the latest standards on work and employment and where the activities are not covered by formal arrangements such as regulations and provisions that promote or facilitate the work and protect and regulate the actions and functions of the worker.
54. Persons carrying out informal productive activities in the informal economy may carry out this work for economic units categorized in the formal sector, informal sector or household own-use production and community sector (table 2).

► **Table 2. Informal productive activities by persons in the informal economy**

Persons	Informal work			
	For pay or profit		Not mainly intended to generate pay or profit	
Main intention of the productive activities	Informal productive activities in relation to employment		Informal productive activities in relation to forms of work other than employment	
Informal productive activities by persons	Formal employment with partly informal activities *	Informal employment *	Informal unpaid trainee work Informal organization-based volunteer work Informal other work activities	Informal own-use production work Direct volunteer work
Sector of the economic unit for which the work is provided	Formal sector	Formal sector	Formal sector	
		Informal sector *	Informal sector *	
	Household own-use production and community sector	Household own-use production and community sector	Household own-use production and community sector	Household own-use production and community sector
Relation to SNA production boundary	Goods and services			Goods
	SNA production boundary			Services
	SNA general production boundary			

\* Components of the informal market economy.

## Informal employment

55. Statistics on informal employment aim at:
- (a) establishing whether the productive activities defined as employment are, in law and in practice, covered by formal arrangements and the formal status of the economic unit for which this work is carried out; and
  - (b) describing the structure and extent of informal employment, identifying groups of persons in employment most represented and at risk of informality, and providing information on exposure to economic and personal risks, decent work deficits and working conditions.
56. Informal employment is defined as any activity of persons to produce goods or provide services for pay or profit that is -in law or in practice- not covered by formal arrangements such as commercial laws, procedures to report economic activities, income taxation, labour legislation and social security laws and regulations providing protection against economic and personal risks associated with carrying out the activities. Informal employment comprises activities carried out in relation to informal jobs held by:
- (a) independent workers who operate and own or co-own an informal household unincorporated market enterprise;
  - (b) dependent contractors who do not have a formal status in relation to the legal administrative framework or whose activities are not effectively covered by formal arrangements;
  - (c) employees, if their employment relationship is not, in practice, formally recognized by the employer in relation to the legal administrative framework of the country or not associated with effective access to formal arrangements; and
  - (d) contributing family workers whose work relationships are not formally recognized in relation to the legal administrative framework of the country or not associated with effective access to formal arrangements.
57. All tasks and duties carried out in relation to an informal job are considered to be informal productive activities.
58. Informal productive activities performed by persons may also be carried out in relation to formal jobs, if a subset of the tasks and duties carried out are not effectively covered by formal arrangements.
59. Persons may have one or several formal or informal jobs, or both, during a given reference period. Dependent workers have an informal or formal job for each economic unit on which the worker is dependent. Independent workers have an informal or formal job for each informal or formal economic unit they operate and own or co-own.
60. Employed persons with an informal main job comprise all employed persons with an informal main job where the main job is the job with the longest hours usually worked as defined in the latest 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 to identify the main job.

61. Employed persons with an informal secondary job comprise all employed persons with an informal second job or additional jobs.
62. The status in employment categories are defined according to the latest standard on the International Classification of Status in Employment according to type of authority.
63. Persons holding informal jobs may be categorized in the informal sector, formal sector or household own-use production and community sector, depending on the sector of the economic unit for which the work is carried out or, in the case of dependent contractors, on their formal status in relation to the legal administrative framework of the country (table 3).

### **Formal employment**

64. Formal employment is defined as any activity of persons to produce goods or provide services for pay or profit in relation to a formal job, where the activities are effectively covered by formal arrangements. Formal employment comprises productive activities carried out in relation to formal jobs held by:
  - (a) independent workers in employment who operate and own or co-own a formal economic unit;
  - (b) dependent contractors who have a formal status in relation to the legal administrative framework of the country and whose activities are associated with effective access to formal arrangements;
  - (c) employees, if their employment relationship is, in practice, formally recognized by the employer in relation to the legal administrative framework of the country and associated with effective access to formal arrangements; and
  - (d) contributing family workers carrying out work for a formal economic unit and whose work relationships are formally recognized in relation to the legal administrative framework of the country and associated with effective access to formal arrangements.
65. Persons holding formal jobs may be categorized in the formal sector or household own-use production and community sector depending on the sector of the economic unit for which the

work is carried out or, in the case of dependent contractors, on their formal status in relation to the legal administrative framework of the country (table 3).

► **Table 3. Informal and formal jobs by status in employment and sector**

Sector of the economic unit for which the work is carried out	Independent workers <sup>1</sup>			Dependent workers					
	Owner-operators of corporations <sup>2</sup>	Independent workers in household (unincorporated) market enterprises <sup>3</sup>		Dependent contractors <sup>4</sup>		Employees		Contributing family workers	
		Formal	Informal	Formal	Informal	Formal	Informal	Formal	Formal <sup>5</sup>
Formal sector				1		2		3	
Informal sector			4		5		6		7
Household own-use production and community sector						8			

Note: Cells shaded in dark blue refer to jobs, which, by definition, do not exist in economic units located in the specific sector. Cells shaded in light blue refer to formal jobs. Informal employment consists of the informal jobs in cells 1–8.

<sup>1</sup>Including employers and independent workers without employees (before ICSE-18 labelled Own-account workers).

<sup>2</sup>Including the ICSE-18-A categories 11 and 21.

<sup>3</sup>Including the ICSE-18-A categories 12 and 22.

<sup>4</sup>The sector of dependent contractors does not reflect the sector of the economic unit on which they depend but their formal status in relation to the legal administrative framework of the country.

<sup>5</sup>The existence of formal jobs among contributing family workers carrying out work for an economic unit in the formal sector depends on the national context (see paragraphs 89–91).

## Operational definitions of informal and formal jobs

### Independent workers

#### Informal jobs held by independent workers

66. Independent workers with informal jobs are “independent workers in household market enterprises” who operate and own or co-own an informal household unincorporated market enterprise.

#### Formal jobs held by independent workers

67. Independent workers in employment with formal jobs are workers in employment who operate and own or co-own a formal economic unit. They include:

- (a) “owner-operators of corporations”; and
- (b) “independent workers in household market enterprises”, who operate and own or co-own a formal economic unit.

## Dependent contractors

### Informal jobs held by dependent contractors

68. Dependent contractors are considered to have informal jobs if they do not have a formal status in relation to the legal administrative framework of the country or if they do have a formal status but are not associated with any effective access to formal arrangements aimed at reducing the economic risk related to holding the specific job.
69. This includes dependent contractors that:
  - (a) do not own or co-own a formal economic unit and are not registered for tax and thereby do not have a formal status; or
  - (b) own or co-own a formal economic unit or are registered for tax, and thereby have a formal status but without effective access to formal arrangements intended to reduce the economic risk related to the job.
70. Depending on the national context, effective access to formal arrangements intended to reduce the economic risk for dependent contractors could include measures that protect their own registered company name and their physical and intellectual property, that increase their ability to obtain capital and that provide access to job-related occupational injury insurance, health insurance, paid sick leave or paid parental leave and a job-related pension, or other types of formal arrangements intended to decrease the economic risk associated with the job.
71. For the purposes of operationalization, the considerations below should be taken into account.
  - (a) In countries where owning and operating a formal enterprise or being registered for tax implies effective access to such arrangements, having a registered enterprise or being registered for tax is sufficient for the job to be considered formal, while not being registered thus defines the job as informal.
  - (b) In countries where the registration of the enterprise or registration for tax is not directly linked to such measures, registration in and contribution to other voluntary or mandatory statutory social insurance schemes should be used as an additional criterion to ensure that the formal job held by the dependent contractor carries protections aiming at reducing the economic risk holding the specific job. The lack of such protection would thus define the job as informal.

### Formal jobs held by dependent contractors

72. Dependent contractors are considered to have formal jobs if they have a formal status in relation to the legal administrative framework of the country and have effective access to formal arrangements aimed at reducing the economic risk related to holding the specific job.
73. This includes dependent contractors that:
  - (a) operate and own or co-own a formal economic unit or are registered for tax; and
  - (b) have effective access to formal arrangements, as defined in paragraphs 70–71.
74. Being registered for tax implies that the dependent contractor is, on their own account or through the economic unit on which they are dependent, registered for tax in relation to the profits made from the activities carried out in relation to the job. Depending on the national circumstances, this may refer to a register that implies registration of the worker and the activities carried out by the worker and that obliges the worker to declare the income and expenses related to carrying out

the activities for tax purposes as well as any additional obligatory contributions depending on national regulations and laws.

75. The formal status of the economic unit on which the dependent contractor is dependent does not have a direct impact on the informal or formal status of the job held by the dependent contractor or on the categorization of dependent contractors in, respectively, the informal sector or the formal sector. Dependent contractors categorized in the informal sector holding informal jobs and dependent contractors categorized in the formal sector holding informal jobs or formal jobs can thereby have a dependency on an informal economic unit, a formal economic unit or a household.

## Employees

### Informal jobs held by employees

76. Employees are considered to have informal jobs if their employment relationship is not, in practice, formally recognized by the employer in relation to the legal administrative framework of the country or is not effectively covered by formal arrangements such as labour legislation, social protection, income taxation or entitlement to employment benefits.
77. Employees with informal jobs include:
- (a) permanent employees;
  - (b) fixed-term employees;
  - (c) short-term and casual employees; and
  - (d) paid apprentices, trainees and interns,
- who do not have access to effective formal arrangements such as statutory social insurance, access to paid annual leave and paid sick leave.
78. A defining characteristic of informal jobs held by employees is the absence of the employer's contribution to statutory social insurance. "Employer's contribution to statutory social insurance" refers to whether the employer contributes fully or partly to a job-dependent statutory social insurance scheme on behalf of the employee. It therefore excludes universal non-contributory social protection schemes and voluntary contributions made by the employer or employee, if this does not imply a formal status of the economic unit and the worker.
- (a) When operationalizing this criterion, countries should take the national context and social security laws into account as well as the requirements set out in paragraph 81. The operationalization should be based on one or more specific statutory social insurance schemes.
  - (b) Typically, the employer's contribution to a pension fund on behalf of the employee would be relevant for operational identification. Other types of insurance, such as occupational injury insurance, health insurance or unemployment insurance, could also be of relevance, depending on the national context.
79. Additional characteristics that may be relevant for the statistical identification of informal jobs held by employees are a lack of access to paid annual leave or a lack of access to paid sick leave.
- (a) Access to paid annual leave is the employee'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 and also within the same country (for instance, 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.

- (b) Access to paid sick leave is the employee's entitlement and ability to take paid leave from employment due to personal sickness or injury. The number of days for which the worker can receive payment during sickness or injury may vary between countries and also within the same country (for instance, between different industries and occupations), 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.
80. Depending on the national circumstances, additional characteristics such as the non-existence of a written contract, the non-deduction of income tax by the employer and the lack of access to severance pay, advanced notice of dismissal, maternity leave, paternity leave or parental leave might be relevant to support the definition of informal jobs held by employees.
81. The criteria used for defining informal jobs held by employees need to be further operationalized in accordance with national circumstances. The following requirements for a given criterion used should be considered:
- (a) Job specific: The criterion used must be dependent on holding a particular job and not universal.
  - (b) In relation to the legal administrative framework of the country: Meeting the criterion should reflect a formal recognition of the job by the employer in relation to the legal administrative system of the country and imply that both the economic unit and the job held by the employee can be considered formal in relation to the legal administrative system of the country.
  - (c) Capture the situation in practice: The operationalization of a given criterion should, to the extent possible, reflect that the employer in practice fulfils a given obligation.
82. Employees holding an informal job can carry out activities in any type of industry, in any place of work for any type of economic unit (formal, informal or a household producing for own final use).

### Formal jobs held by employees

83. Employees are considered to have formal jobs if their employment relationship is, in practice, formally recognized by the employer in relation to the legal administrative framework of the country and associated with effective access to formal arrangements such as labour legislation, social protection, income taxation or entitlement to employment benefits.
84. "Employer's contributions to statutory social insurance" on behalf of the employee, as defined in paragraph 78, characterize the job held by the employee as formal.
85. Additional characteristics that may be relevant for the statistical identification of formal jobs held by employees are access to paid annual leave and access to paid sick leave.
86. Depending on the national circumstances, additional characteristics such as the deduction of income tax by the employer on behalf of the employee, eligibility for severance pay, advanced notice of dismissal and access to maternity leave, paternity leave or parental leave might be relevant to support the definition of formal jobs held by employees.
87. An employee holding a formal job by definition carries out work for a formal economic unit, unless the employer is a household in the household own-use production and community sector.
88. Like all other categories of workers in employment, countries should ensure that formal jobs and informal jobs held by employees are mutually exclusive categories. The same set of criteria should

therefore be applied to define jobs as formal and informal. Irrespective of any national adaptation of the operational definition, it is recommended to collect information regarding employer's contribution to statutory social insurance, access to paid annual leave and paid sick leave to enable an assessment of the coverage of formal arrangements for employees holding informal and formal jobs and to facilitate the creation of regional and global estimates.

## **Contributing family workers**

### **Informal and formal jobs held by contributing family workers**

89. In countries where formal arrangements, such as the possibility to register and contribute to job-related statutory social insurance, are not available for contributing family workers, such workers can be considered to have informal jobs by default.
90. In countries that have such formal arrangements in place for contributing family workers, these workers can be considered as having:
  - (a) informal jobs if their job is not, in practice, formally recognized in relation to the legal administrative framework. This includes contributing family workers who:
    - (i) carry out work for an informal household unincorporated market enterprise; or
    - (ii) whose job is not registered, or for whom contributions are not made to job-related statutory social insurance;
  - (b) formal jobs if:
    - (i) the economic unit for which the work is carried out is formal; and
    - (ii) the job is registered in relation to the legal administrative framework of the country; and
    - (iii) contributions are made to a job-related statutory social insurance scheme.
91. Registration of the job held by the contributing family worker and contribution to a job-related statutory social insurance scheme implies that the worker is employed formally in that job. The type of statutory social insurance relevant for operationalizing the criterion depends on the national context but would include mandatory or voluntary statutory social insurances such as a pension fund if this implies a formal status of the worker.

### **Persons in formal employment carrying out partly informal activities**

92. Depending on the national context and need, countries may identify the number of persons with formal jobs carrying out partly informal productive activities and hours spent on or earnings received from paid informal activities in relation to formal jobs.
93. This would complement data on persons in informal employment and provide input to the SNA for a more comprehensive measurement of informal productive activities in the informal market economy.
94. Partly informal paid activities include activities in relation to formal employment carried out by:
  - (a) employees where part of the paid hours or tasks carried out in relation to the formal job are not covered by formal arrangements, for example when earnings and hours worked are not declared for taxation or mandatory job-related social contributions.

- (b) independent workers and dependent contractors where part of the activities carried out in relation to the formal job are not covered by formal arrangements, for example when income is not declared for taxation.
95. Statistics on partly informal paid activities in formal jobs can include estimates of the number of paid working hours in formal jobs and related earnings and income for both formal and informal activities.
96. Depending on the national context and need, statistics on paid informal activities in relation to formal jobs should be complemented with estimates on unpaid hours for employees whose remuneration is directly dependent on the number of hours worked.

### **Informal productive activities and forms of work other than employment**

97. Work other than employment is considered informal work if the activities are not effectively covered by formal arrangements. This comprises informal productive activities in relation to own-use production work, volunteer work, unpaid trainee work and other work activities where the unpaid work is not covered by formal arrangements such as regulations and provisions that promote or facilitate the work and protect and regulate the actions and functions of the worker.
98. Measuring the informal or formal nature of work other than employment supports the recognition and valuation of all forms of work, essential for achieving development goals such as attaining gender equality, social inclusion and social protection and reducing poverty.

### **Informal and formal own-use production work**

99. Informal own-use production work comprises activities carried out in relation to own-use production work that are not effectively covered by formal arrangements. It includes productive activities carried out in relation to a work activity defined according to the latest version of the International Classification of Status at Work as being carried out by:
- (a) workers in own-use provision of services; and
  - (b) workers in own-use production of goods,
- who are not effectively covered by formal arrangements that aim to promote or facilitate the work and protect and regulate their actions and functions.
100. Depending on the national context, own-use production work can be considered formal if the activities carried out are covered by formal arrangements in relation to the legal administrative framework of the country, such as registration of the activities, access to insurance against work-related injuries or accidents, access to social insurance such as a pension fund, cash transfers to support the work or other measures aiming to protect the worker and regulate and facilitate the activities carried out.

### **Informal and formal volunteer work**

101. Informal volunteer work comprises activities carried out in relation to volunteer work that are not effectively covered by formal arrangements. It includes productive activities carried out in relation to a work activity defined according to the latest version of the International Classification of Status at Work as being carried out by:
- (a) direct volunteers; or
  - (b) organization-based volunteers, when:



- (i) the volunteer carries out work for or through a non-profit organization or other economic unit that is not considered a formal economic unit; or
  - (ii) carries out work for or through a non-profit organization or other economic unit that is considered a formal economic unit when the volunteer is not covered by formal arrangements that aim to protect the worker and regulate and facilitate the activities carried out.
- 102. A person carrying out informal volunteer work can carry out work for a household or non-formal non-profit organization in the household own-use production and community sector, an informal household unincorporated market enterprise or a formal economic unit.
- 103. Volunteer work can be considered formal if:
  - (a) the work activity is defined as organization-based volunteer work; and
  - (b) the work is carried out in a formal economic unit; and
  - (c) the volunteer and the activities carried out are covered by formal arrangements in relation to the legal administrative framework of the country such as registration of the activities, access to insurance against work-related injuries or accidents and access to health insurance or other measures aiming to protect the worker and facilitate and regulate the work.

#### **Informal and formal unpaid trainee work**

- 104. Informal unpaid trainee work comprises activities carried out in relation to unpaid trainee work as defined by the latest standards of work and employment that are not effectively covered by formal arrangements aiming to protect the worker and facilitate and regulate the work carried out by worker.
- 105. Informal unpaid trainee work can be performed by a person working for a household, an informal household unincorporated market enterprise or a formal economic unit.
- 106. Unpaid trainee work carried out for an informal household unincorporated market enterprise is, by default, considered to be informal unpaid trainee work.
- 107. Unpaid trainee work carried out for a formal economic unit or an household can, depending on the national context, be considered formal if the worker and the activities carried out are covered by formal arrangements in relation to the legal administrative framework of the country, such as registration of the activities, formal recognition of the experience and skills acquired, access to social insurance and insurance against work-related injuries or accidents, or other measures aiming to protect the worker and facilitate and regulate the work.

#### **Other work activities**

- 108. Other work activities, such as compulsory work performed without pay, can, depending on the national context, be considered formal work if it is recognized by and conducted under the control of the national authorities and general government. If not recognized by the legal administrative framework of the country, then the activities should be considered informal.

#### **Essential categories**

- 109. According to the national context, countries should produce statistics on essential categories of informal work other than employment, where those activities are prevalent. The identification of essential categories of informal productive activities should highlight important groups of persons engaged in informal production not intended to generate pay or profit that might be

exposed to a high degree of economic risk without coverage by formal arrangements to facilitate the work, protect the person and regulate the productive activities carried out by the person.

110. Essential categories of informal work other than employment include subsistence foodstuff producers and workers carrying out informal unpaid trainee work.
111. The identification of informal subsistence foodstuff producers in countries where this is significant is an important complement to the identification of informal employment and contributes to creating a more comprehensive statistical picture of the structure of informality within the country. The separate identification of subsistence workers and a distinction between those who might be covered by arrangements aiming to support and facilitate the work or to extend social protection would allow an assessment of the outreach of such schemes.
112. The identification of informal unpaid trainee work as an essential category of informal productive activities enables countries to provide information on the prevalence of informal and formal paid and unpaid trainee work, thus facilitating a better understanding of school-to-work transitions and the formal and informal nature of trainees within the country.
113. Additional categories or domains of informal work can be identified, depending on the national need and context and on specific analytical or policy interest. These could include categories or domains for which there is a demand for analysis from a gender perspective, such as informal and formal care work across different forms of work or domains of particular focus, such as informal and formal work in relation to agricultural production or digital platform work. Different analytical domains of the informal economy can be extended to other priority areas, industries and vulnerable groups.

### **Data sources and guidelines for data collection**

114. The standards for statistics on the informal economy described in this resolution provide the conceptual basis for statistics on informal productive activities carried out by persons and economic units to be compiled in a harmonious and comparable manner from different data sources. The sources and data collection methods will depend on national priorities, measurement objectives and the relevant reference unit.
115. The scope of data on the informal economy to be collected at the national level should reflect national priorities. Given the broad scope of the standards, complete coverage of the desired elements might require the use of multiple sources. A close collaboration between different national institutions, including the main users of the data, national statistical offices and other national data producers, and between producers of economic statistics and labour statistics, is therefore of importance to ensure harmonization across sources and institutions.
116. Different data sources each have their own strengths and limitations and can be viewed as complementary, to provide data on different aspects of the informal economy. Regardless of the data source, in order to facilitate international comparability, data on the informal economy should be produced according to the most recent relevant ILO methodological guidance.
117. For any data source the quality of the data generated will be determined by the combination of methodologies used and concepts applied. Differences in survey sample sizes, population coverage, unit of observation, ability to apply definitions comprehensively and range of data generated, among others, will have implications in respect of precision, bias and comparability across sources. When planning the system of statistics on informality, close attention should be paid to the methodologies used to ensure that estimates generated are as representative as

possible of the target population, that the coverage of indicators produced is in line with objectives, and that samples are adequate to achieve desired levels of precision.

118. To enable clear and appropriate interpretation of the statistics it is crucial that data quality is assessed and reported on transparently. Metadata describing the source, the concepts, the methodologies, and the results generated should be published alongside any published data.
119. In general, household-based surveys, particularly labour force surveys, are important data sources for producing statistics with persons and jobs as reference units. Labour force surveys, generally characterized by detailed sequences of questions on the characteristics of jobs, are typically the recommended source of statistics for monitoring the extent of informal and formal jobs, assessing levels of informality and formality and levels of protection and vulnerability, identifying persons most exposed to and most represented among informal jobs, and assessing the working conditions of persons in formal and informal jobs. They are also a useful source to identify drivers of informality associated with the structure of the labour market. A combined household-establishment survey (mixed-survey, 1–2 survey or 1–2–3 survey) may be able to meet the same objectives.
120. Other household surveys, such as surveys on poverty and living standards, or household income and expenditure surveys, generally include less detailed sequences of questions on labour, and may be designed with smaller sample sizes than a typical labour force survey. When such surveys include questions to identify persons having informal and formal jobs according to the criteria defined in this resolution, they can be particularly suited to the production of data to analyse the relationship between informality and the main topics covered by the survey such as poverty, the level and composition of income and expenditure, and access to social protection beyond job-related contributory social security.
121. Other specialized household surveys, such as time-use surveys and household-based surveys on agriculture, education and training, or specialized surveys on digital platform employment and labour migration, may be better suited for the measurement of specific working activities, or for focusing on specific subgroups of the population. Time-use surveys can be an important source for the production of statistics on participation and time spent in informal unpaid work such as the own-use provision of services (in particular informal unpaid domestic work and care work). Surveys targeting specific subgroups of the population might be more appropriate for groups whose total number might be small in labour force survey samples, limiting the possibility to produce reliable statistics. It should be taken into account that the constraints of sample surveys often mean that certain groups at greater risk of informality, such as persons with a disability, migrant workers or digital platform workers, are also those likely to be under-represented in the sample.
122. National population censuses are an important source of statistics on employment and often provide the basis for designing survey samples, integrating national data sources and producing small area estimates. Including questions to classify those employed according to the formal or informal nature of their job, can allow the generation of estimates of informality for small geographical areas as well as for small population groups. The need to limit the number of questions that can be included in most population censuses could require the number of criteria to define formal and informal jobs be limited to a smaller set among those defined in this resolution.
123. Economic censuses, enterprise-based surveys and mixed surveys are the main data sources for the analysis of informal sector and formal sector economic units, their production and contribution to GDP, and their characteristics. In general, due attention should be paid to ensuring that the scope of activities and type of economic units covered (in terms of size, place of

work, economic activity and institutional sector) do not imply an exclusion of economic units likely to be informal (for example, independent workers without employees, units under a certain size threshold, units carrying out agricultural activities, units with non-fixed premises or home-based activities). To achieve comprehensive coverage of informal sector units, special attention should be paid to the sampling methods and frame used. The use of area-based sampling frames can be a useful method to establish an exhaustive list of units covering household-based activities and activities taking place in non-fixed locations.

124. Mixed surveys, that is combined multi-stage household and establishment surveys, are specifically designed to identify and target economic units in the informal sector. Deriving their sample from a representative household survey, such as the labour force survey, ensures the inclusion of all types of activities within the informal sector, home-based activities, activities carried out from fixed locations as well as non-fixed locations. This requires an identification of economic units in the informal sector, through their owner(s), in the first phase. Care should be taken to ensure a sufficient sized representative sample of economic units in the informal sector.
125. Administrative records can be used as part of an indirect estimation of informal employment and of the informal sector, because they provide information on formal employment and the formal sector. The number of persons covered by formal arrangements can, for example, be estimated in taxation systems, employment services and social security schemes. The size of the formal sector could be estimated by the use of business registers, tax registers and the like. The possibilities to do so depend on the structure and content of the country-specific administrative sources. Priority should however, in general be given to direct methods based on household surveys and enterprise-based surveys or mixed surveys for more accurate estimations of the total informal employment and the informal sector. Administrative information such as legal identity of the economic unit, taxation, declared earnings or income and contributions to social insurance in relation to a specific job can also be used as relevant auxiliary information in surveys to further support the identification of formal jobs and formal economic units. This requires that a direct linkage at the level of persons and jobs or economic units is feasible in the country.

## Indicators

126. To support the development of national policies and interventions for addressing the consequences of informality and facilitating transitions to formality based on evidence, a set of indicators should be selected reflecting the national context, priorities and objectives. The indicators to be produced will depend on the specific component of the informal economy under scrutiny, data sources and national policy goals. The indicators recommended in this resolution are supported by the broader Informal Economy Indicator Framework<sup>1</sup>, which provides a complete set of indicators and measures that might be relevant, depending on the national settings.
127. The indicators linked to the different components of the informal economy, as defined by this resolution, are structured to provide information on six dimensions of informality:
  - (a) the extent of informality – the prevalence of informality across jobs, economic units and activities;

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<sup>1</sup> Available on the ILO website

- (b) the composition of informality – the distribution of informal and formal jobs and economic units by socio-demographic, employment-related characteristics and characteristics of the economic units and socio-demographic characteristics of the owner or owners;
- (c) the exposure to informality – the percentage of persons with informal main jobs and of economic units in the informal sector by socio-demographic, employment-related characteristics and characteristics of the economic units and socio-demographic characteristics of the owner or owners;
- (d) working conditions and levels of protection for those in informal and formal employment, productivity and factors constraining or enhancing the development and sustainability of informal economic units and formal ones;
- (e) contextual vulnerabilities – including poverty, inequalities, discrimination and other conditions such as limited or no access to land and natural resources; and with regard to all income sources and social protection from all household members, as well as the composition of households.; and
- (f) other structural factors.<sup>2</sup>

### **Informal employment <sup>3</sup>**

128. All countries are encouraged to produce headline indicators as set out below, referring to the extent (the dimension described in paragraph 127(a)) and the composition (the dimension described in paragraph 127(b)) of informal employment and the exposure to informality (the dimension described in paragraph 127(c)), with a regular frequency for example at quarterly or yearly intervals.
- (a) Number of persons with an informal main job and the percentage of informal main jobs in relation to total employment, by economic activity and by sex.
  - (b) Number and distribution of persons with an informal main job by informal sector, formal sector, household own-use production and community sector <sup>4</sup> and status in employment and by sex.
  - (c) Distribution of persons with an informal or formal main job by socio-demographic characteristics and employment-related characteristics and by sex.
  - (d) Percentage of employed persons with an informal main job by socio-demographic and employment-related characteristics and by sex.
129. Depending on feasibility and on national needs and priorities, it is recommended that countries provide the indicators relating to the dimensions described in paragraph 127(d) and (e), as outlined below, with some regularity (for example, every 1–5 years). This will facilitate a better

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<sup>2</sup> Indicators relating to structural factors are not defined in the resolution as these refer to the indicators defined in the latest statistical standards on work, employment and work relationships.

<sup>3</sup> As defined in paras 56–63.

<sup>4</sup> As defined in paras 22–27.

understanding of working conditions and contextual vulnerabilities associated with informal and formal jobs.

130. The recommended indicators for assessing levels of protection, decent work deficits associated with informality, and whether formal jobs are associated with decent working conditions are set out below.

(a) Indicators to provide information on levels of protection among workers with informal main jobs and formal main jobs are:

- (i) Percentage of independent workers, respectively, with an informal or a formal main job, who contribute on a voluntary or mandatory basis to job-related statutory social security insurance.
- (ii) Percentage of contributing family workers, respectively, with an informal or a formal main job, who contribute on a voluntary or mandatory basis to job-related statutory social security insurance.
- (iii) Percentage of dependent contractors, respectively, with an informal or a formal main job, who contribute on a voluntary or mandatory basis to job-related statutory social security insurance.
- (iv) Percentage of employees with a formal main job that have effective access to employment benefits such as paid annual leave and paid sick leave or other relevant national employment benefits.
- (v) Percentage of employees with an informal main job that have effective access to some employment benefits such as paid annual leave or paid sick leave or other relevant national employment benefits.

(b) Indicators to provide information on working conditions among workers with informal main jobs and formal main jobs are:

- (i) Monthly and hourly average employment income among workers with informal main jobs and formal main jobs, by status in employment.
- (ii) Percentage of persons with informal main jobs and formal main jobs earning less than the defined benchmarks (for example, the minimum wage or 50 per cent of the median wage), by status in employment.
- (iii) Distribution of employees with informal and formal main jobs, by type and duration of employment agreement.
- (iv) Distribution of persons with informal and formal main jobs, by place of work and status in employment.
- (v) Distribution of persons with informal and formal main jobs, by actual hours worked (hour bands) in main job per week and by status in employment.
- (vi) Average number of actual hours of work per week in main job, by persons with informal and formal main jobs and by status in employment.
- (vii) Time-related under-employment among workers working less than a set number of hours with informal and formal main jobs, by status in employment.
- (viii) Percentage of persons with informal and formal main jobs affiliated to a union, a professional organization, a workers' association or a member-based organization of workers, by status in employment.

- (ix) Percentage of employees with informal and formal main jobs covered by one or more collective agreements where applicable.
131. The set of indicators in paragraphs 128 and 130 should be provided in reference to the main job. Depending on national needs and objectives, the indicators can also be applied with informal and formal secondary jobs as reference. By convention, the terms “informal main job” and “formal main job” may be replaced by the terms “informal employment” and “formal employment” when producing and presenting the indicators.
132. Specific indicators in relation to informal second jobs can be produced for all workers or in relation to some specific type of activities likely to be carried out as secondary activities, depending on feasibility and national needs as set out below:
- (a) Percentage of persons with informal second jobs by status in employment.
  - (b) Percentage of persons with informal main job and formal main job with informal second jobs.
133. To provide contextual information on the degree of vulnerability within households, the indicators set out below are recommended.
- (a) Percentage of persons with informal main jobs who are living in households with at least one household member in formal employment.
  - (b) Percentage of persons with informal main jobs who are living in households with at least one household member contributing to social security.
  - (c) Percentage of persons with respectively informal and formal main jobs who are living in households below the national poverty threshold.
  - (d) Percentage of persons with informal main jobs, living in poor households and non-poor households.

#### **Partly informal productive activities <sup>5</sup>**

134. To the extent it is considered a national priority to measure partly informal productive activities in relation to formal jobs the following indicators are recommended:
- (a) Percentage of employees in a formal main job where a part of the paid hours and earnings is not declared for taxation or mandatory job-related social security contributions.
  - (b) Volume or monetary value of partly informal paid hours from employees in a formal main job.
  - (c) Percentage of respectively independent workers and dependent contractors in a formal main job where part of their income is not declared for taxation.
  - (d) Monetary value of partly informal productive activities carried out respectively by independent workers and dependent contractors in relation to formal main jobs.

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<sup>5</sup> As defined in paras 92–96.



### **Essential categories of informal work other than employment <sup>6</sup>**

135. In countries where subsistence foodstuff producers or unpaid trainees are significant, countries are recommended to provide information about the levels of participation in these essential categories of informal unpaid work as described below.
- (a) The number of informal subsistence foodstuff producers and percentages in relation to: (i) the sum of persons with informal main jobs and subsistence foodstuff producers; and (ii) total employed persons and subsistence foodstuff producers.
  - (b) The number of informal unpaid trainees and percentage in relation to total unpaid trainees.
  - (c) The number of informal trainees, paid and unpaid, and percentage in relation to total trainees, paid and unpaid.

### **Informal sector <sup>7</sup>**

136. The indicators referring to the informal sector are organized around the reference units of economic units. They reflect the extent (the dimension described in paragraph 127(a)) and the composition (the dimension described in paragraph 127(b)) of informal household unincorporated market enterprises, the exposure to informality (the dimension described in paragraph 127(c)) and productivity (the dimension described in paragraph 127(d)). The recommended indicators are set out below.
- (a) Number and percentage of informal household unincorporated market enterprises in relation to the total number of economic units in the informal and formal sector, by economic activity.
  - (b) Distribution of informal household unincorporated market enterprises and formal economic units by economic unit characteristics and by socio-demographic characteristics of the owner or owners.
  - (c) Percentage of informal household unincorporated market enterprises in relation to economic unit characteristics and by socio-demographic characteristics of the owner or owners.
  - (d) Value added and output in informal household unincorporated market enterprises compared to formal economic units per worker, by economic activity.

### **Contribution of the informal economy to GDP**

137. The types of indicators covering the contribution of the informal economy to GDP are organized around the reference units of economic units and productive activities of persons. They reflect the extent of the informal production (the dimension described in paragraph 127(a)) and the productivity of economic units in the informal economy (the dimension described in paragraph 127(d)). The indicators produced should cover the following components:
- (a) Contribution of the informal sector to GDP, by economic activity.
  - (b) Contribution of informal production in the household own-use production and community sector within the SNA production boundary to GDP.
  - (c) The contribution by informal employees, formal employees carrying out partly informal productive activities and persons carrying out informal work other than employment to the production by economic units in the formal sector.

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<sup>6</sup> As defined in paras 109–113.

<sup>7</sup> As defined in para. 26(b).

138. The indicators included in this resolution are supported by the Informal Economy Indicator Framework, which includes additional indicators to further support the national production of informality statistics for analysis and use in policymaking.

### **Disaggregation and analysis**

139. Indicators should be produced for the overall target population and for specific categories of workers or economic units relevant to areas of policy concern, such as persons with disabilities, migrant workers, home-based workers, digital platform workers, micro and small economic units or workers and economic units in specific sectors. The range of indicators that can be generated and degree of possible disaggregation will depend on the sample design of the data source and the statistical precision of the estimates.
140. When producing and analysing these indicators, particular attention should be paid to the gendered dimensions of informality. A high demand for gender data calls for the systematic disaggregation by sex of all indicators related to persons and jobs, and all enterprise-related indicators related to the owner or owners of the economic units. Further to disaggregation, the indicator framework includes specific gender indicators, such as the gender pay gap, time spent on unpaid domestic and care work, and the situation of workers in male or female-dominated economic activities, occupations or places of work. Further guidance on measuring informality from a gender perspective is available from the ILO through published guides and technical support.
141. Indicators related to persons and jobs should be disaggregated by sex and by other relevant socio-economic characteristics, including by age, educational level, area of residence (urban or rural) and geographical region. Indicators should also be disaggregated by employment-related characteristics, including status in employment, economic activity, occupation, place of work, size of enterprise, duration of the employment agreement and number of hours actually worked (hour bands). Where sample size and the representativeness of results allow, it is recommended to have multiple levels of disaggregation to highlight intersectionality. The accompanying indicator framework provides more guidance on recommended disaggregation.
142. Indicators related to economic units should be disaggregated by industry of economic activity, size of enterprise (number of employees and business owners), level of output or sales, level of output or of value added per worker, level of profits and place of work. They should also be disaggregated by the socio-demographic characteristics of the owner or owners, including sex, age, educational level, area of residence (urban or rural) and geographical region, as relevant in the country. The accompanying indicator framework provides more guidance on recommended disaggregation.

## ► Resolution II

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### Resolution to amend the 19th ICLS resolution concerning statistics of work, employment and labour underutilization

#### Preamble

The 21st International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 11 to 20 October 2023,

Recognizing the need to harmonize the international statistical standards on work, employment and labour underutilization adopted by the 19th ICLS with the International Classification of Activities for Time Use Statistics (ICATUS 2016) adopted by the 48th session of the United Nations Statistical Commission, 2017, as well as the definitions underlying Sustainable Development Goal Indicators,

Adopts this 20th day of October 2023 the following amendments to the Resolution concerning statistics of work, employment and labour underutilization, adopted by the 19th International Conference of Labour Statisticians in 2013.

#### Objectives and scope

1. This resolution aims to set standards for work statistics to guide countries in updating and integrating their existing statistical programmes in this field. It defines the statistical concept of work for reference purposes and provides operational concepts, definitions and guidelines for:
  - (a) distinct subsets of work activities, referred to as *forms of work*;
  - (b) related classifications of the population according to their *labour force status* and *main form of work*;
  - (c) measures of *labour underutilization*.
2. These standards should serve to facilitate the production of different subsets of work statistics for different purposes as part of an integrated national system that is based on common concepts and definitions.
3. Each country should aim to develop its system of work statistics, including of the labour force, to provide an adequate information base for the various users of the statistics, taking account of specific national needs and circumstances. Such a system should be designed to achieve a number of objectives, in particular to:
  - (a) monitor labour markets and labour underutilization including unemployment for the design, implementation and evaluation of economic and social policies and programmes related to employment creation, income generation, skills development including vocational education and training, and related decent work policies;

- (b) provide comprehensive measurement of participation in all forms of work in order to estimate volume of work or labour input for national production accounts, including existing “satellite” accounts, and the contribution of all forms of work to economic development, to household livelihoods and to the well-being of individuals and society;
  - (c) assess participation in different forms of work among population groups such as women and men, young people, children, migrants and other groups of particular policy concern; and study the relationships between different forms of work and their economic and social outcomes.
- 4.To serve these objectives, the system should be developed in consultation with the various users of the statistics and in harmony with other economic and social statistics and be designed so as to provide current statistics for short-term needs and statistics collected at longer intervals for structural and in-depth analysis and as benchmark data:
- (a) choices regarding the concepts and topics covered and their different frequencies of measurement and/or reporting will depend on their national relevance and the resources available;
  - (b) each country should establish an appropriate strategy for data collection and reporting, as recommended in paragraph 56, that ensures the progress and sustainability of the system.
- 5.In developing their work statistics, countries should endeavour to incorporate these standards in order to promote international comparability and to permit the evaluation of trends and differences for the purpose of labour market and economic and social analysis, in particular with respect to the measurement of the labour force, of labour underutilization and of the different forms of work.

## Reference concepts

- 6.**Work** comprises any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use.
- (a) Work is defined irrespective of its formal or informal character or the legality of the activity.
  - (b) Work excludes activities that do not involve producing goods or services (e.g. begging and stealing), self-care (e.g. personal grooming and hygiene) and activities that cannot be performed by another person on one’s own behalf (e.g. sleeping, learning and activities for own recreation).
  - (c) The concept of work is aligned with the General production boundary as defined in the System of National Accounts 2008 (2008 SNA) and its concept of economic unit that distinguishes between:

- (i) market units (i.e. corporations, quasi-corporations and household unincorporated market enterprises <sup>8</sup>);
- (ii) non-market units (i.e. government and non-profit institutions serving households); and
- (iii) households that produce goods or services for own final use.

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

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

- (a) *own-use production work* comprising production of goods and services for own final use;
- (b) *employment work* comprising work performed for others in exchange for pay or profit;
- (c) *unpaid trainee work* comprising work performed for others without pay to acquire workplace experience or skills;
- (d) *volunteer work* comprising non-compulsory work performed for others without pay;
- (e) *other work activities* (not defined in this resolution).

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

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

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

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<sup>8</sup> That encompass, as a subset, informal sector units.

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

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

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

## Statistical and analytical units

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

- (a) **Persons** are the basic unit for producing statistics on the population engaged in each form of work.
- (b) A **job** or **work activity** is defined as a set of tasks and duties performed, or meant to be performed, by one person for a single economic unit, as specified in paragraph 6(c):
  - (i) The term *job* is used in reference to employment. Persons may have one or several jobs. Those in self-employment will have as many jobs as the economic units they own or co-own, irrespective of the number of clients served. In cases of multiple job-holding, the **main job** is that with the longest hours usually worked, as defined in the international statistical standards on working time.
  - (ii) This statistical unit, when relating to own-use production work, unpaid trainee work, and volunteer work is referred to as *work activity*.
- (c) **Time units** are used for producing statistics of volume of work in reference to each form of work or to any combination thereof. These units may be short such as minutes or hours, or long such as half-days, days, weeks or months.

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

## Classifications of the working-age population

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

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

- (a) in employment, as defined in paragraph 27;
- (b) in unemployment, as defined in paragraph 47; or
- (c) outside the labour force as defined in paragraph 16; and among these, in the potential labour force, as defined in paragraph 51.

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

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

- (a) mainly in own-use production work;
- (b) mainly in employment;
- (c) mainly in unpaid trainee work;
- (d) mainly in volunteer work;
- (e) mainly in other forms of work;
- (f) exclusively in non-productive activities.

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

## Operational definitions and guidelines

### Forms of work

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

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



- (b) four weeks or one calendar month, for *own-use production of goods, unpaid trainee work and volunteer work*;
- (c) one or more 24-hour days within a seven-day or one-week period, for *own-use provision of services*.

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

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

### Own-use production work

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

- (a) “any activity” refers to work performed in the various activities under paragraph 22(b) for a cumulative total of at least one hour, or under paragraph (c), regardless of duration;
- (b) production of “goods” (within the 2008 SNA production boundary) covers:
  - (i) producing and/or processing for storage agricultural, fishing, hunting and gathering products;
  - (ii) collecting and/or processing for storage mining and forestry products, including firewood and other fuels;
  - (iii) fetching water from natural and other sources;
  - (iv) manufacturing household goods (such as furniture, textiles, clothing, footwear, pottery or other durables, including boats and canoes);
  - (v) building, or effecting major repairs to, one’s own dwelling, farm buildings, etc.;
- (c) provision of “services” (beyond the 2008 SNA production boundary but inside the General production boundary) covers:
  - (i) household accounting and management, purchasing and/or transporting goods;
  - (ii) preparing and/or serving meals;
  - (iii) cleaning, decorating and maintaining one’s own dwelling or premises, durables and other goods, gardening, household waste disposal and recycling, and caring for domestic animals or pets;

- (iv) childcare and instruction, transporting and caring for elderly, dependent or other household members etc.;
- (d) “for own final use” is interpreted as production where the intended destination of the output is *mainly* for final use by the producer in the form of capital formation, or final consumption by household members, or by family members living in other households:
  - (i) the intended destination of the output is established in reference to the specific goods produced or services provided, as self-declared (i.e. mainly for own final use);
  - (ii) in the case of agricultural, fishing, hunting or gathering goods intended mainly for own consumption, a part or surplus may nevertheless be sold or bartered.

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

- (a) the working time of own-use producers associated with each relevant activity cluster collected using short time units (such as minutes or hours according to the source);
- (b) the estimated value of the production (i.e. goods or services), and/or the amount of goods, consumed or retained by the household and by family members in other households;
- (c) the estimated amount and/or value of any part or surplus sold or bartered, where applicable; and
- (d) the expenses incurred in relation to this production.

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

- (a) all those who performed any of the activities specified in paragraph 22(b)(i) in order to produce foodstuff from agriculture, fishing, hunting or gathering that contribute to the livelihood of the household or family;
- (b) excluded are persons who engaged in such production as recreational or leisure activities.

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

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

## Employment

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

- (a) employed persons “at work”, i.e. who worked in a job for at least one hour;
- (b) employed persons “not at work” due to temporary absence from a job, or to working-time arrangements (such as shift work, flexitime and compensatory leave for overtime).

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

- (a) It includes remuneration in cash or in kind, whether actually received or not, and may also comprise additional components of cash or in-kind income.
- (b) The remuneration may be payable directly to the person performing the work or indirectly to a household or family member.

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

- (a) “job attachment” is established on the basis of the reason for the absence and in the case of certain reasons, the continued receipt of remuneration, and/or the total duration of the absence as self-declared or reported, depending on the statistical source;
- (b) the reasons for absence that are by their nature usually of short duration, and where “job attachment” is maintained, include those such as sick leave due to own illness or injury (including occupational); public holidays, vacation or annual leave; and periods of maternity or paternity leave as specified by legislation;
- (c) reasons for absence where the “job attachment” requires further testing, include among others: parental leave, educational leave, care for others, other personal absences, strikes or lockouts, reduction in economic activity (e.g. temporary lay-off, slack work), disorganization or suspension of work (e.g. due to bad weather, mechanical, electrical or communication breakdown, problems with information and communication technology, shortage of raw materials or fuels):
  - (i) for these reasons, a further test of receipt of remuneration and/or a duration threshold should be used. The threshold should be, in general, not greater than three months taking into account periods of statutory leave entitlement specified by legislation or commonly practiced, and/or the length of the employment season so as to permit the monitoring of seasonal patterns. Where the return to employment in the same economic unit is guaranteed this threshold may be greater than three months;

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

30. *Included* in employment are:

- (a) persons who work for pay or profit while on training or skills-enhancement activities required by the job or for another job in the same economic unit, such persons are considered as employed "at work" in accordance with the international statistical standards on working time;
- (b) apprentices, interns or trainees who work for pay in cash or in kind;
- (c) persons who work for pay or profit through employment promotion programmes;
- (d) persons who work in their own economic units to produce goods intended mainly for sale or barter, even if part of the output is consumed by the household or family;
- (e) persons with seasonal jobs during the off season, if they continue to perform some tasks and duties of the job, excluding, however, fulfilment of legal or administrative obligations (e.g. pay taxes), irrespective of receipt of remuneration;
- (f) persons who work for pay or profit payable to the household or family,
  - (i) in market units operated by a family member living in the same or in another household; or
  - (ii) performing tasks or duties of an employee job held by a family member living in the same or in another household;
- (g) regular members of the armed forces and persons on military or alternative civilian service who perform this work for pay in cash or in kind.

31. *Excluded* from employment are:

- (a) apprentices, interns and trainees who work without pay in cash or in kind;
- (b) participants in skills training or retraining schemes within employment promotion programmes, when not engaged in the production process of an economic unit;
- (c) persons who are required to perform work as a condition of continued receipt of a government social benefit such as unemployment insurance;
- (d) persons receiving transfers, in cash or in kind, not related to employment;
- (e) persons with seasonal jobs during the off season, if they cease to perform the tasks and duties of the job;
- (f) persons who retain a right to return to the same economic unit but who were absent for reasons specified in paragraph 29(c), when the total duration of the absence exceeds the specified threshold and/or if the test of receipt of remuneration is not fulfilled. For analytical purposes, it may be useful to collect information on total duration of absence, reason for absence, benefits received, etc.;

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

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

### Unpaid trainee work

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

- (a) “short reference period” is interpreted as specified in paragraph 19, and according to the source used;
- (b) “any activity” refers to work for at least one hour;
- (c) “unpaid” is interpreted as the absence of remuneration in cash or in kind for work done or hours worked; nevertheless, these workers may receive some form of support, such as transfers of education stipends or grants, or occasional in cash or in kind support (e.g. a meal, drinks);
- (d) production “for others” refers to work performed in market and non-market units that are owned by non-household or non-family members;
- (e) acquiring “workplace experience or skills” may occur through traditional, formal or informal arrangements whether or not a specific qualification or certification is issued.

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

- (a) traineeships, apprenticeships, internships or other types when unpaid, according to national circumstances; and
- (b) unpaid skills training or retraining schemes within employment promotion programmes, when engaged in the production process of the economic unit.

35.*Excluded* from unpaid trainee work:

- (a) periods of probation associated with the start of a job;
- (b) general on-the-job or life-long learning while in employment, including in market and non-market units owned by household or family members;
- (c) orientation and learning while engaged in volunteer work;
- (d) learning while engaged in own-use production work.

36.Essential items that need to be collected to support analysis of the characteristics and conditions of work of persons in unpaid trainee work include industry, occupation, working time,

programme type and length, contract characteristics and coverage, existence of participation fees and nature of certification.

## Volunteer work

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

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

38. *Excluded* from volunteer work:

- (a) community service and work by prisoners ordered by a court or similar authority, compulsory military or alternative civilian service;
- (b) unpaid work required as part of education or training programmes (i.e. unpaid trainees);
- (c) work for others performed during the working time associated with employment, or during paid time-off from an employee job granted by the employer to do that specific activity.

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

## Measures of labour underutilization

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

- (a) *time-related underemployment*, when the working time of persons in employment is insufficient in relation to alternative employment situations in which they are willing and available to engage;
- (b) *unemployment*, reflecting an active job search by persons not in employment who are available for this form of work;
- (c) *potential labour force*, referring to persons not in employment who express an interest in this form of work but for whom existing conditions limit their active job search and/or their availability.

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

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

### Time-related underemployment

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

- (a) the “working time” concept is hours actually worked or hours usually worked, dependent on the measurement objective (short or long-term situations) and in accordance with the international statistical standards on the topic;
- (b) “additional hours” may be hours in the same job, in an additional job(s) or in a replacement job(s);
- (c) the “hours threshold” is based on the boundary between full-time and part-time employment, on the median or modal values of the hours usually worked of all persons in employment, or on working time norms as specified in relevant legislation or national practice, and set for specific worker groups;
- (d) “available” for additional hours should be established in reference to a set short reference period that reflects the typical length of time required in the national context between leaving one job and starting another.

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

- (a) persons whose hours usually and actually worked were below the “hours threshold”;
- (b) persons whose hours usually worked were below the “hours threshold” but whose hours actually worked were above the threshold;



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

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

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

## Unemployment

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

- (a) “not in employment” is assessed with respect to the short reference period for the measurement of employment;
- (b) to “seek employment” refers to any activity when carried out, during a specified recent period comprising the last four weeks or one month, for the purpose of finding a job or setting up a business or agricultural undertaking. This includes also part-time, informal, temporary, seasonal or casual employment, within the national territory or abroad. Examples of such activities are:
  - (i) arranging for financial resources, applying for permits, licences;
  - (ii) looking for land, premises, machinery, supplies, farming inputs;
  - (iii) seeking the assistance of friends, relatives or other types of intermediaries;
  - (iv) registering with or contacting public or private employment services;
  - (v) applying to employers directly, checking at worksites, farms, factory gates, markets or other assembly places;
  - (vi) placing or answering newspaper or online job advertisements;
  - (vii) placing or updating résumés on professional or social networking sites online;
- (c) the point when the enterprise starts to exist should be used to distinguish between search activities aimed at setting up a business and the work activity itself, as evidenced by the enterprise’s registration to operate or by when financial resources become available, the necessary infrastructure or materials are in place or the first client or order is received, depending on the context;

- (d) “currently available” serves as a test of readiness to start a job in the present, assessed with respect to a short reference period comprising that used to measure employment:
  - (i) depending on national circumstances, the reference period may be extended to include a short subsequent period not exceeding two weeks in total, so as to ensure adequate coverage of unemployment situations among different population groups.

48. *Included* in unemployment are:

- (a) **future starters** defined as persons “not in employment” and “currently available” who did not “seek employment”, as specified in paragraph 47, because they had already made arrangements to start a job within a short subsequent period, set according to the general length of waiting time for starting a new job in the national context but generally not greater than three months;
- (b) participants in skills training or retraining schemes within employment promotion programmes, who on that basis, were “not in employment”, not “currently available” and did not “seek employment” because they had a job offer to start within a short subsequent period generally not greater than three months;
- (c) persons “not in employment” who carried out activities to migrate abroad in order to work for pay or profit but who were still waiting for the opportunity to leave.

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

50. Among persons in unemployment, it may be useful to identify separately those in **long-term unemployment** defined as those with a duration of search for employment, as specified in paragraph 49, lasting 12 months or more, including the reference period. To monitor policies related to provision of social benefits, a shorter duration limit may be used (i.e. 6 months or more).

### Potential labour force (entrants)

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

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

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

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

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

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

## Programmes of data collection

### Strategies for data collection and reporting frequency

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

- (a) *a sub-annual basis*, main aggregates of employment, the labour force, labour underutilization, including unemployment, and subsistence foodstuff producers, in order to monitor short-term trends and seasonal variations (e.g. high and low season, quarterly);
- (b) *an annual basis*, detailed statistics of the labour force and of labour underutilization, including unemployment, that permit the structural analysis of labour markets and statistics of working time in relation to the total number of jobs/work activities contributing to production within the SNA production boundary in order to compile national accounts;
- (c) *a less frequent basis*, depending on national circumstances, for the purpose of in-depth analysis, benchmarking and comprehensive macro-socio-economic estimations, statistics on:
  - (i) participation and working time in own-use production work, unpaid trainee work and volunteer work;
  - (ii) particular topics, such as labour migration, child labour, transition in and out of employment, youth, gender issues in work, household characteristics, work in rural areas, the relationship between employment, income and other economic and social characteristics, etc.

## Measurement over short and long observation periods

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

- (a) Measurement of the current situation during the short reference periods specified in paragraph 19, repeated over a long observation period, is recommended to achieve optimal coverage of seasonal and other temporal variations in work activity patterns for purposes of producing sub-annual and annual estimates for short-term trend and structural analyses. In particular:
  - (i) repeated measurement by means either of population registers with individual-level data or household surveys with panel samples or subsamples permits the assessment of the current and long-term situation of both individuals and the economy;
  - (ii) measurement by means of a one-time survey with nationally representative sample spread over the duration of the long observation period permits assessments at the level of the economy.
- (b) Where frequent data collection is not possible, the aim should be to progressively increase data collection in the year so as to provide estimates for at least the high/low seasons, rather than expanding the reference periods of measurement.
- (c) Alternatively, a one-time cross-sectional survey can be used to produce both current and annual estimates combining the recommended short reference period, as specified in paragraph 19, with retrospective recall over a long observation period. This serves to approximate levels of participation and related working time in employment, own-use production of goods, unpaid trainee work and volunteer work. In such case, the long observation period and recall method used should be chosen so as to reduce respondent burden and memory recall errors to the extent possible:
  - (i) the long observation period may refer to the last 12 months, calendar year, agricultural, education or tourist season or any other season relevant to national circumstances;
  - (ii) retrospective recall may relate to short, individual time periods (e.g. month-by-month) or to jobs/work activities so as to establish participation in the different forms of work based on broad categories of part-time/full-time (instead of the one-hour criterion); or to a single recall over the entire period so as to establish the main form of work of persons as recommended in paragraph 17.

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

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

- (a) measure gross labour market flows (on a monthly, quarterly and/or yearly basis) reflecting national policy priorities, in order to shed light on labour market dynamics, job stability and transitions between the different labour force statuses, status in employment, forms of work, etc.; and
- (b) prepare summary statistics by means of aggregation or averaging across the different periods, as appropriate, in order to describe the situation of individuals and of the economy over a long observation period, for example, long-term employment situation of persons and annual employment estimates.

### Population coverage

60. In general, statistics of work should cover the resident population comprising all persons who are *usual residents* of the country, regardless of sex, national origin, citizenship or geographic location of their place of work. This includes usual residents who work outside the country (e.g. cross-border workers, seasonal workers, other short-term migrant workers, volunteer workers, nomads).

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

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

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

### Age limits

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

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

- (a) the lower age limit should be set taking into consideration the minimum age for employment and exceptions specified in national laws or regulations, or the age of completion of compulsory schooling;
- (b) no upper age limit should be set, so as to permit comprehensive coverage of work activities of the adult population and to examine transitions between employment and retirement.

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

## Sources

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

- (a) Labour force surveys are the main source of statistics for monitoring labour markets, labour underutilization including unemployment, and the quality of jobs and working conditions of persons in employment and in unpaid trainee work. They are also a useful source when the objective is to capture general patterns of participation of the population in different forms of work. For these purposes, short add-on modules or supplements on own-use production work, unpaid trainee work and volunteer work may be attached to labour force surveys for completion by all or a subsample of respondents on a periodic or continuous basis, as appropriate, with due regard to respondent burden and overall survey quality, including sampling and non-sampling errors.
- (b) Specialized household surveys on topics such as time-use, education and training, volunteering, agriculture, child labour and labour migration may be more appropriate for comprehensive measurement and in-depth analysis of participation in specific forms of work, or for focusing on particular subgroups of the population. Time-use surveys, in particular, are a main source of statistics on participation and time spent in own-use production work and volunteer work for purposes of individual, household and macroeconomic level analyses. Their methodology, based on the use of detailed time diaries to record how respondents allocate their time over different activities performed during one or several 24-hour days for a given reference period, makes them particularly well-suited to capture work and non-work activities performed simultaneously or intermittently. They are thus a potentially useful source in developing estimates of total working time that cover the different forms of work. They may also be used for assessing the quality of estimates on employment and volume of work derived from other surveys, and for refining other household-based survey questionnaires.

- (c) General household surveys covering related topics such as living standards, household income and expenditure, and household budget can be used to meet the need for statistics of work and of the labour force by means of the inclusion of dedicated modules, in so far as the sample permits computation of estimates with an adequate level of precision. They are a cost-effective alternative when a dedicated labour force survey is not feasible and are an important source to support analysis of the relationship between different forms of work and household livelihoods, poverty and other economic and social outcomes. Other household surveys that focus mainly on a topic not directly concerned with work, such as health and housing, may serve to produce, in particular, measures of employment, of labour force status or of main form of work in a short or long reference period, as explanatory variables.
- (d) The population census is a main source of statistics for benchmarking purposes, for preparing sampling frames for household surveys and for producing estimates for small geographic areas and small groups. This is particularly pertinent in respect of non-nationals living in the country, persons living in collective living quarters and persons without fixed premises, as well as of detailed occupational groups. Questionnaire space and operational considerations, however, place a limit on the work-related topics included, so measurement may be confined to core questions establishing the labour force status and main form of work of the population and capturing essential characteristics of persons in employment, in own-use production work, and in unpaid trainee work, in accordance with the latest international recommendations for this source.

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

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



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

## Indicators

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

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

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

- (a) headcounts of the labour force, of persons outside the labour force, of persons in employment, of persons in time-related underemployment, of persons in unemployment, of the potential labour force and of subsistence foodstuff producers;
- (b) rates computed in relation to the working-age population (e.g. employment-to-population ratio, labour force participation rate, rate of subsistence foodstuff producers);
- (c) measures of labour underutilization, of which more than one amongst the following headline indicators is needed so as to reflect the nature of underutilization in different settings and phases of the economic cycle:

**LU1:** Unemployment rate:

$$[\text{persons in unemployment} / \text{labour force}] \times 100$$

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

$$[(\text{persons in time-related underemployment} + \text{persons in unemployment}) / \text{labour force}] \times 100$$

**LU3:** Combined rate of unemployment and potential labour force: <sup>9</sup>

$$[(\text{persons in unemployment} + \text{potential labour force}) / (\text{extended labour force})] \times 100$$

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<sup>9</sup> Replaces optional relaxation of the “seeking work” criterion in the previous standards.

**LU4:** Composite measure of labour underutilization:

$$[(\text{persons in time-related underemployment} + \text{persons in unemployment} + \text{potential labour force}) / (\text{extended labour force})] \times 100$$

- (d) other labour underutilization measures include:
  - (i) long-term unemployment rate computed in relation to the labour force;
  - (ii) rate of volume of time-related underemployment, according to the international statistical standards on the topic.

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

- (a) headcounts, participation rates and volume measures by activity cluster of own-use producers of goods;
- (b) headcounts, participation rates and volume measures by activity cluster of own-use providers of services;
- (c) headcounts, participation rates and volume measures by programme type of unpaid trainees;
- (d) headcounts, participation rates and volume measures by type of economic unit (market units/non-market units/households) of volunteer workers.

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

- (a) within the 2008 SNA production boundary;
- (b) beyond the 2008 SNA production boundary but inside the General production boundary.

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

- (a) the informal economy, especially informal sector employment and informal employment, according to the relevant international statistical standards;
- (b) activities to “seek employment” by persons in employment, indicating pressure on the labour market;
- (c) inadequate employment situations due to skills, income or excessive working time, according to the relevant international statistical standards;
- (d) slack work among the self-employed;
- (e) gross labour market flows between labour force statuses and within employment.

77. To monitor working conditions and the relationship between the different forms of work, poverty and livelihoods, countries should endeavour to compute on a regular basis indicators relating to decent work and quality of employment, in line with emerging policy needs, in particular

measures of income poverty and inequality such as rates of low pay and working poor, and distribution of income.

## Tabulation and analysis

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

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

- (a) working-age population by labour force status and category of labour underutilization; and transitions (gross flows) between statuses, where possible;
- (b) persons in employment, in unemployment or outside the labour force by characteristics of their current or last main job, such as industry, occupation, status in employment, type of economic unit (formal market units/informal market units/non-market units/households), institutional sector, geographic location of place of work, type of remuneration, specified bands of employment-related income and specified working-time hour bands, according to the relevant international statistical standards;
- (c) persons in unemployment by duration intervals of search for employment that permit separate identification of persons in long-term unemployment.

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

- (a) degree of labour market attachment of persons outside the labour force:
  - (i) persons "seeking employment" but not "currently available";
  - (ii) persons not "seeking employment" but "currently available";
  - (iii) persons neither "seeking employment" nor "currently available" but who want employment;
  - (iv) persons neither "seeking employment" nor "currently available" who do not want employment;
- (b) main reason for not "seeking employment", not being "currently available" or not wanting employment: personal reasons (own illness, disability, studies); family-related reasons (pregnancy, presence of small children, refusal by family); labour market reasons (past failure to find a suitable job, lack of experience, qualifications or jobs matching the person's skills, lack of jobs in the area, considered too young or too old by prospective employers); lack of infrastructure (assets, roads, transportation, employment services); other sources of income (pensions, rents); estrangement;

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

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

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

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

- (a) own-use producers of both goods and services;
- (b) own-use providers of services who do not produce any goods; or
- (c) own-use producers of goods who do not provide any services.

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

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

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

- (a) persons in employment, by marital status and by presence of dependents or persons requiring care (young children, the elderly, others);
- (b) households, by number of working-age members according to their labour force status and main form of work, by main sources of income (income from self-employment, from wage employment, from own-use production work, and other sources), by bands of household income;
- (c) households without members in employment and households with members who are subsistence foodstuff producers, by size, composition, main sources of income and other relevant economic and social characteristics.

## Evaluation, communication and dissemination

87. In producing work statistics, countries should adhere to statistical standards and other requirements as set out in the United Nations Fundamental Principles of Official Statistics and the Guidelines concerning dissemination practices for labour statistics endorsed by the 16th International Conference of Labour Statisticians (1998).
88. To facilitate and promote a careful interpretation of the statistical results produced as part of the national programme of statistics, procedures should be put in place to monitor the quality of the statistical production process from planning and design to data collection, processing, estimation and dissemination, and to indicate when changes in time series are of statistical significance.
89. The implementation of a sound, publicized communication strategy to disseminate official statistics involving government, social partners and the public is as important as the data collection programmes themselves. This strategy must ensure that statistics of work are made available by the official statistical agency on an impartial basis to all users of the statistics, including other government units.
90. Official statistics on different forms of work, on the labour force and on labour underutilization should be disseminated in a variety of formats, including electronic to the extent possible and permissible. They may be released in stages, with rapid, preliminary reports for main aggregates, followed by full reports of the detailed, final statistics in recommended tabulations. Existing public-use files that guarantee the confidentiality of persons and establishments (i.e. anonymized, confidentialized micro-datasets) should also be made available to analysts and other interested users.
91. To enhance the transparency of the statistics, whether produced on a sub-annual, annual or less frequent basis, countries are urged to report them accompanied by the appropriate methodological information, with particular regard to: scope and coverage; concepts and definitions; data collection methods used; sample size and design, where relevant; any estimation or adjustment methods, including seasonal adjustments or imputation procedures; and, where possible, measures of data quality and precision, including response rates, relative standard errors that account for complex survey designs, where relevant, and non-sampling errors.
92. The impact of revisions, new time series or indicators deriving from this resolution and of changes in historical series should be evaluated over a specified period of time before their release. They should be adequately indicated and documented, including through publication of dual estimates or series, for at least one year, following their implementation.

## International reporting

93. For international reporting, countries should routinely report statistics of work and the labour force, in particular headline indicators of labour underutilization (from among LU1, LU2, LU3 and LU4) for the population as a whole, by sex, by urban/rural areas and, to the extent possible, by broad levels of educational attainment and by standard age ranges. Five-year age bands

should be used for the main aggregates, where the lowest age bracket refers to persons aged 15–19 years and the highest age bracket to persons aged 75 years and above. Where concerns regarding the precision of the estimates impede disaggregation by five-year age bands, broader bands may be used; in all cases these should include 15–24 years, 25–34 years, 35–54 years, 55–64 years, 65–74 years and 75 years and above.

94. The classifications applied to the statistics of work and of the labour force should adhere to, or be convertible to, the most recent version of international standard classifications, such as the International Classification of Status in Employment (ICSE), the International Standard Classification of Occupations (ISCO), the International Standard Industrial Classification of All Economic Activities (ISIC), the International Classification of Activities for Time-Use Statistics (ICATUS), the International Classification of Non-profit Organizations (ICNPO), and the International Standard Classification of Education (ISCED), as appropriate.
95. To enhance and promote the transparency and comparability of statistics reported internationally, countries are urged to compile and disseminate adequate information on the source, coverage and methodologies used, including national concepts, definitions and reference periods, noting any departures from the relevant international statistical standards. Countries should, therefore, design or adjust their data collection and processing procedures so as to permit them to document fully any differences between relevant national statistical or administrative concepts and definitions and this resolution and, where possible, to compute and report main aggregates on the basis of both the national and the international definitions.

## Future work

96. To promote the implementation of this resolution, the ILO should carry out its work through a collaborative mechanism between countries, international, regional and subregional organizations, and workers' and employers' representatives, focused on:
- (a) wide dissemination and communication of these standards, their impact and interpretation;
  - (b) timely development of technical manuals and model data collection instruments, to be made available in the three official languages, and in other languages with the support of partner institutions;
  - (c) further conduct of conceptual and methodological work including testing;
  - (d) sharing good practice among countries;
  - (e) technical assistance through training and capacity building, especially to national statistical agencies and relevant statistical services in line ministries; and
  - (f) analysis and presentation of work statistics.
97. The ILO should, in collaboration with interested countries, international, regional and subregional organizations, and workers' and employers' representatives, continue methodological work in reference to this resolution, on the measurement of underutilization or inadequate employment related to skills, to employment-related income, and to excessive

working time and report to the 20th International Conference of Labour Statisticians, with a view to adopting future international statistical standards.



## ► Resolution III

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### Resolution to amend the 16th ICLS Resolution concerning the measurement of employment-related income

#### Preamble

The 21st International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 11 to 20 October 2023,

Taking into consideration the relevant parts of the Resolution concerning the measurement of working time, adopted by the 18th International Conference of Labour Statisticians, the Resolution concerning statistics of work, employment and labour underutilization, adopted by the 19th International Conference of Labour Statisticians, 2013, and of the Resolution concerning statistics on work relationships, adopted by the 20th International Conference of Labour Statisticians, 2018,

Recognizing the need to harmonize the international statistical standards for the measurement of employment-related income adopted by the 16th ICLS with those adopted by the 18th, 19th and 20th ICLS,

Adopts this 20th day of October 2023 the following amendments to the Resolution concerning the measurement of employment-related income, adopted by the 16th International Conference of Labour Statisticians, 1998.

#### Objectives

1. Each country should aim at supplementing its programmes of statistics on employment, labour underutilization and wages with statistics that provide insight into the income related to employment, for the purpose of (a) analysing the income-generating capacity of different economic activities and (b) analysing the economic well-being of persons on the basis of the employment opportunities available to them.
2. A programme of statistics on employment-related income should provide for the needs of various users. It should provide information required in economic analysis where the focus is on the identification and creation of productive economic activities, and should contribute to the design, implementation and assessment of employment promotion policies which aim at creating and developing employment that provides adequate income. Statistics of employment-related income should contribute to the development of the analysis of the informal sector for employment and income generation and the measurement of underemployment. The programme of statistics should also be useful for the analysis of the labour force situation in relation to the increased flexibility of the labour market and the structural changes resulting from this flexibility, in particular through the provision of data on the relationship between employment-related income and atypical or non-standard forms of employment. It should provide data on the changes in employment patterns and remuneration practices which have taken place in countries at different stages of development. Statistics of employment-related income may be used for planning, implementing and evaluating social and economic policies, for assessing the impact of specific policies such as assistance to agricultural workers and access of particular workers such as women and rural-urban migrants to the labour market. Statistics on the level of income from employment for pay and for profit should

be used as an input in the assessment of the consumption capacity of workers and their level of employment-related welfare. Data on the structure and distribution of employment-related income may also be used in connection with the adjustment of income taxes and social security contributions and the redistribution of income and social security benefits. They should contribute to the compilation of labour and national accounts.

3. In order to fulfil the above objectives, comprehensive, detailed and reliable statistics should, as far as possible, be compiled on (i) the characteristics of jobs for pay and for profit, (ii) the components and amounts of income generated by these jobs, (iii) where relevant, the corresponding volume of labour input and (iv) the socio-economic characteristics of persons holding jobs for pay or profit.
4. In order to enhance their comparability and usefulness, statistics of employment-related income should, as far as possible, be made compatible with other related economic and social statistics and with national accounts as regards the definitions, classifications and reference periods used, where relevant, by regrouping the components of income related to employment for pay and for profit.

## Concepts and definitions

### Employment-related income

5. Employment-related income consists of the payments, in cash, in kind or in services, which are received by individuals, for themselves or in respect of their family members, as a result of their current or former involvement in jobs for pay or for profit. This means that besides income received by persons for working in current jobs, employment-related income includes payments received for having worked previously, in other jobs or in relation to such work. Such payments could be, for example, salaries/wages received with delay after leaving a job, or retirement pensions. It also means that during a specific reference period, a person may receive employment-related income without having any job (i.e. while being currently unemployed or out of labour force). Employment-related income excludes income derived from other sources such as property, social assistance, transfers, etc., not related to employment.
6. For definitional and measurement purposes, the concept of income related to employment for pay should be distinguished from the concept of income related to employment for profit.
7. The statistics of employment-related income should cover all persons employed, as defined in the resolution concerning statistics of work, employment and labour underutilization, adopted by the 19th ICLS (2013). Where feasible, they should also cover working children<sup>10</sup> and youths below the specified minimum age limit adopted for measuring the labour force.
8. The measurement of employment-related income should relate, separately, to "workers in employment for pay" and to "workers in employment for profit", as further defined in the most recent version of the International Classification of Status in Employment (ICSE).
9. For further analysis, and especially for analysing economic well-being related to employment, statistics of employment-related income should cover those unemployed and persons outside the labour force who receive an income as a result of their former employment.

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<sup>10</sup> This inclusion should not be interpreted as condoning child labour.

#### Income related to employment for pay

10. Income related to employment for pay consists of all payments and benefits in cash, kind or services, which are received, over a given reference period, by individuals for themselves or in respect of their family members, by virtue of their involvement in a current or former job for pay. Such payments and benefits may be provided by the employer, social security or compulsory insurance schemes or the State.
11. Income related to employment for pay covers the income of the following categories of persons as defined by ICSE:
  - Owner-operators of corporations:
    - Employers in corporations
    - Owner-operators of corporations without employees
  - Employees:
    - Permanent employees
    - Fixed-term employees
    - Short-term and casual employees
    - Paid apprentices, trainees and interns
12. Income related to employment for pay includes: total cash remuneration; the value of remuneration in kind and services; profit-related pay; and employment-related social security benefits received either directly from the employer, from social security or compulsory insurance schemes or the State.
  - (a) Total cash remuneration, excluding employee contributions to compulsory employment-related social security and retirement income provision schemes (in order to avoid subsequent double counting of income), covers:
    - (i) direct wages and salaries in cash for time worked and work done, including all incentive, shift and premium pay (e.g. for responsibility, unsanitary conditions, danger, work at night, weekends and during other unsocial hours); cost-of-living, housing, transport, language and similar allowances; hardship, mobility, non-resident, expatriation, repatriation, post-adjustment and similar allowances; contractual and non-obligatory regular bonuses and premiums; tips and commissions (with and without a retainer); payments for odd jobs and duties and casual work. They also include fees and salaries of managerial staff; remuneration of trainees and apprentices; and other components of direct wages and salaries;
    - (ii) remuneration for time not worked comprises: annual vacation and other paid leave; public holidays and other recognized holidays; temporary halt or slow-down of production, short-time working; other time off granted with pay (e.g. for personal and family reasons, civic duties, union responsibilities, training and education); paid sick leave (where not regarded as social security benefit); severance and termination pay (where not regarded as social security benefit);
    - (iii) cash bonuses and gratuities include: all bonuses and gratuities, whether contractual or noncompulsory bonuses and premiums, year-end and seasonal bonuses (13th, 14th or 15th month's salary, additional vacation pay, etc.); exceptional payments for innovative ideas or work methods; and similar ad hoc payments.
  - (b) Remuneration in kind and services includes: traditional payments such as food, drink, fuel, clothing, footwear, etc.; the imputed rental value of free or subsidized housing; petrol and/or

mileage allowance or the imputed value of free or subsidized similar benefits; the imputed value of business vehicles for employees' private use, telephone, electricity and similar utilities; free or subsidized transport to and from work and free car parking; the value covered by the employer of: union, association and club fees, nurseries, crèches, etc. for employees' children, low- or zero-interest loans, subsidized mortgages, etc., the value of output from employer's process of production<sup>11</sup>; ' as well as the value of other payments in kind, including flexible benefits and other compensation packages for employees.

(c) Profit-related pay comprises: traditional profit-sharing bonuses; current receipts from profit-related schemes, participation, savings-related share option schemes and similar schemes; the initial market value of shares distributed to employees and owner-operators of corporations; other profit-related receipts.

(d) Employment-related social security benefits include:

(i) current receipts from the employer: e.g. family, dependants' and similar allowances; educational allowances; payments in respect of absence from work due to sickness, maternity, occupational injury or disease, etc. (which compensate, in part or in full, for loss of earnings); payments in respect of temporary or partial lay-off or unemployment (which compensate, in part or in full, for loss of earnings); as well as compensation for medical expenditure, provision of free health care (homes, clinics, health services, etc.) and other social security payments received from the employer;

(ii) current employment-related social security benefits received from social security or compulsory insurance schemes or the State: e.g. family, dependants', educational and similar allowances; payments in respect of absence from work due to sickness, maternity, occupational injury or disease, etc. (which compensate, in part or in full, for loss of earnings); payments in respect of temporary or partial lay-off or unemployment (which compensate, in part or in full, for loss of earnings); as well as compensation for medical expenditure, provision of free health care (homes, clinics, health services, etc.) and other social security and assimilated payments for which the employment status is a condition of receipt;

(iii) current social security benefits received as a result of former employment: e.g. unemployment compensation; severance, termination and redundancy pay; occupational and retirement pensions and assimilated benefits.

13. Net income related to employment for pay may be derived by deducting employees' direct taxes, union dues and other obligations. Whenever possible, the different types of deductions should be identified and recorded separately.

14. Income related to employment for pay excludes income derived from other forms of activity and other sources, such as income related to employment for profit, property income in the form of interest, dividends, income attributed to private insurance policyholders, rents and other forms of property income, as well as annuities, remittances, gifts, etc. It also excludes:

- family allowances and other social security benefits or assistance (e.g. food stamps, government or community housing, free health-care assistance, etc.), when paid by social security schemes

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<sup>11</sup> In so far as the provision of this type of benefit is in line with the recommendations contained in the Protection of Wages Convention, 1949 (No. 95).

or the State without regard to the employment status (e.g. under universal schemes with or without means tests);

- indemnities or allowances in cash and in kind paid by the employer purely to cover the employees' cost of work-related expenditure (e.g. tools, equipment, clothing or footwear used exclusively or mainly at work, special housing and meals necessitated by exceptional working conditions, reimbursement of business travel and accommodation expenses, medical examinations or health checks required because of the nature of the work, etc.). However, when indemnities take the form of cash payments over and above the reimbursement of expenses incurred by employees, such payments should be considered as income related to employment for pay;
- employers' contributions to social security funds, insurance or other institutional units responsible for social insurance schemes.

15. When the objective is to measure the income-generating capacity of a job, all the components of income related to employment for pay provided by the employer should be included. When the objective is to analyse the individual's employment-related well-being, the additional employment-related benefits provided by social security or compulsory insurance schemes or by the State should also be included.

#### **Income related to employment for profit**

16. Income related to employment for profit is defined as the income which is received, over a given reference period, by individuals, for themselves or in respect of their family members who help in family businesses as contributing family workers, as a result of their current or former involvement in employment for profit.
17. For purposes of measurement of income related to employment for profit, those employed for profit are primarily the sole owners, or joint owners, of the unincorporated household enterprises or quasi-corporations in which they work, according to the definition contained in the System of National Accounts. They do not include the owner-operators of corporations, who are considered workers in employment for pay according to ICSE-.

18. Gross income related to employment for profit consists of:

(a) the profit (or the share of profit) which is generated by the activity, received by the following categories of employed persons as defined by the ICSE:

- Employers in household market enterprises
- Own-account workers in household market enterprises without employees
- Dependent contractors
- Contributing family workers

and

(b) the amount of employment-related social security benefits received by persons in employment for profit through schemes recognizing the status in employment as a specific condition for membership.

19. The gross profit (or the share of profit) of unincorporated household enterprises is equivalent to gross mixed income as defined in the System of National Accounts. It corresponds to the value of gross output reduced by operating expenses, where:

- the value of gross output may be defined as the value of all goods and services produced for the market as well as for own final use (market output corresponds to the value of goods and services sold, bartered or provided free of charge or at reduced prices as payments in kind to hired labour; production for own final use includes the value of goods and services consumed by the household or retained for use in future production); and
  - operating expenses comprise three types of business expenditure: (a) intermediate consumption (excluding, as far as possible, expenditure for purely personal or household purposes), (b) compensation of employees payable, and (c) taxes on production payable, minus subsidies received, if any, as defined in the System of National Accounts.
20. In principle, profit (or mixed income) should be recorded net of consumption of fixed capital, i.e. after deduction of the value of consumption of productive assets (i.e. structures, machinery and equipment, cultivated assets used to produce other products, etc.).
  21. Any contributions of those employed for profit to compulsory employment-related social security or retirement income provision schemes should be deducted from gross profit or mixed income, in order to avoid subsequent double counting of income.
  22. Where those employed for profit run their enterprises independently from other partners and contributing family workers, with or without employees, the profit corresponds to both the income generated by the enterprise and the entrepreneur's individual income related to employment for profit. Where those employed for profit run their enterprises in partnership, the profit represents a joint income and income related to employment for profit should correspond to the share of income received by each partner.
  23. Employment-related social security benefits received by persons employed for profit comprise those benefits which are paid through schemes organized by social security, insurance institutions or the State, which recognize the status in employment as a specific condition for membership. They may include all or some of the following benefits:
    - current employment-related social security benefits received from social security or compulsory insurance schemes or the State; and
    - current social security benefits received by individuals as a result of their former employment for profit.
  24. Net income related to employment for profit may be derived by deducting from gross income related to employment for profit, personal direct taxes and other employment-related obligations.
  25. Income related to employment for profit excludes income derived from employment for pay, and other sources not related to employment, such as property income in the form of interest, dividends, income attributed to private insurance policyholders, rents and other forms of property income, as well as annuities, remittances, gifts, etc. It also excludes family allowances and other social security benefits or assistance (e.g. food stamps, government or community housing, free health-care assistance, etc.) paid by social security schemes or the State without regard to the employment status (e.g. under universal schemes with or without means tests).
  26. All the components of income related to employment for profit noted in paragraph 18 are relevant for the analysis of the employment-related well-being of those employed for profit. Where the objective is to measure the income-generating capacity of a job for profit, employment-related social security benefits should be excluded.

## Measurement issues

### Evaluation of benefits in kind received by persons in employment for pay

27. For the purposes of the measurement of income related to employment for pay, benefits in kind should be valued in terms of the income accruing to the persons in employment for pay. Countries may evaluate these benefits on the basis of retail market prices. When provided free, the value of income in kind is equal to the full value of the goods and services in question. When provided at reduced prices, the value of income in kind is equal to the difference between the full value and the amount paid by the recipient.

### Treatment of occupational expenditure of persons in employment for pay

28. Despite the fact that employees and owner-operators of corporations may incur specific expenses associated with working, which counterbalance part of the wages and benefits received, income related to employment for pay should be recorded gross of workers in employment for pay's occupational expenditure.

### Operational approach to the measurement of income related to employment for profit

29. In view of the heterogeneity of those in employment for profit and the complexity of measurement of net income of unincorporated enterprises, the measurement of income related to employment for profit should be phased into national programmes of statistics over an extended period of time. In the initial phase, countries should endeavour to identify and measure the income received by two groups of workers in employment for profit:

(a) The first group consists of persons employed for profit operating their enterprises with little or negligible capital input, who produce goods and services in a similar way to employees (such as those engaged in crafts or services, whether in the formal or the informal sector). The income they receive is mostly a return to their labour input and the gross mixed income of the enterprise is a close estimate of net mixed income.

(b) The second group consists of persons employed for profit whose activities involve an identifiable amount of capital for the production and generation of income (such as professional workers in the formal sector or workshops in the informal sector). In this case, efforts should be made to quantify the amount of capital used to generate the income and to derive net mixed income. For this purpose, data on the consumption of productive assets (i.e. structures, machinery or equipment, cultivated assets such as trees or animals used to produce other products such as fruit or dairy products, etc.) should, in principle, be collected. Consumption of productive assets may be valued through an estimate of depreciation, according to the business accounting rules in force in each country, or according to the methods contained in the System of National Accounts. Due account should also be taken of the source of data and data collection methods. Where it is not possible to obtain reliable data on consumption of fixed capital from persons in employment for profit, net income related to employment for profit may have to be derived by means of analytical methods.

30. When measuring income related to employment for profit in the informal sector, special attention needs to be paid to the particular circumstances of collecting income data from enterprises in this sector, due account being taken of the guidelines contained in the resolution concerning statistics on the informal economy adopted by the 21st ICLS.

### Choice of method for recording income related to employment for profit



31. The choice of an accounting technique to measure income related to employment for profit should take into account the circumstances in which those employed for profit operate their business and the measurement objective. Two major techniques can be used:

(i) Accruals accounting, which measures the profit earned during the reference period, by taking into account receipts and expenses relevant to that period, irrespective of whether or not they have actually been received or defrayed. This technique measures the profitability or economic performance of the enterprise and, as such, could be favoured when the objective is to measure the income-generating capacity of jobs for profit. It is also the approach favoured by the SNA.

(ii) The cash-flow technique, which measures actual cash received (including the value of production for own use) and paid out (including the value of production given out free or at reduced prices) during the reference period. This technique provides a better indicator of the amounts of income actually available to workers in employment for profit to meet living expenses. Where data on employment-related income are furnished by those in employment for profit themselves in the absence of business accounts, it is generally easier for them to provide a simple summary of cash received and paid in the assessment period (i.e. gross receipts minus expenditure).

32. These different techniques may produce different results. In determining the method used to record income related to employment for profit, consideration should be given to the procedures recommended by national tax authorities, the sources of data and the methods of data collection.

#### **Valuation of own production consumed by workers in employment for profit**

33. The part of goods and services produced and consumed by workers in employment for profit and their family members should be valued in terms of the basic prices of similar products sold on the market or of their cost of production if no suitable basic prices are available, as defined in the SNA. In the absence of these prices, retail market prices could be used. Such consumption of own production is similar to payments in kind received by workers in employment for pay.

#### **Treatment of losses of workers in employment for profit**

34. Jobs for profit may, over a given reference period, produce a financial loss instead of income or profit. Losses should be reflected in the measurement of income related to employment for profit and evaluated as negative income.

### **Statistical units**

35. Two basic observation units are relevant to the measurement of income related to employment for pay or profit, depending on the objective pursued: the job and the individual person.

36. For the measurement of the income-generating capacity of different economic activities, the *job*, as defined in ICSE, is the basic entity on which information is to be collected and analysed. Jobs can be for pay or for profit, which can be characterized by industry, occupation and employment status, coded at the most detailed level of national or international classifications.

37. When the objective is the analysis of the employment-related well-being of the population concerned, the desirable unit is the *individual person*. The individual is also relevant when analysing the relationship between employment-related income and educational achievements, seniority in employment, work duration, etc. An individual may be engaged in a single job, have multiple jobs in employment for pay or for profit, or own and operate more than one unincorporated enterprise, simultaneously or consecutively within a given reference period. From the individual's standpoint, employment-related income corresponds to the sum of all incomes generated by all jobs as well as income from former employment.



## Reference period

38. In measuring income related to employment for pay and for profit, account should be taken of the seasonal variations which affect the receipt of income, the fluctuations in work intensity of individuals, and the possible combination of multiple activities and periods of activity and inactivity of the population concerned. For this purpose, income related to employment for pay and for profit should be measured over a long reference period, such as a full year.
39. For data collection purposes, shorter reference periods, such as a month or a quarter, may be used. Different activities and jobs may require different reference periods, such as a month for regular fulltime employment for pay, complemented by data on additional annual receipts, or a crop season in agricultural employment for profit. For analytical purposes, data on employment-related income referring to short reference periods should be aggregated over the long reference period mentioned above.

## Data requirements

40. For the measurement of the income-generating capacity of different jobs, there should be consistency between the data on employment in a given job and the data on income generated by that job. Data should therefore be collected on: (i) the characteristics of the job (industry, occupation, employment status), type of enterprise (individual enterprise, partnership, corporation, etc.), employment size and sector (e.g. informal or formal sector, public or private sector); (ii) the volume of labour input in the job (duration of employment and time worked); and (iii) the amount of income generated by that job.
41. In order to analyse the relationship between employment and the well-being of individuals, data are needed for each person: (i) separately on the main and any additional jobs carried out during the reference period; (ii) the income derived from each of these jobs; (iii) the socio-economic characteristics of individuals: age, sex, education and skill level, etc.; and (iv) any spells of unemployment or periods of being out of the labour force that an individual may have experienced during the given reference period.

## Measurement of working time in employment

42. One of the requirements of the measurement of employment-related income is that the part of the income directly generated by a job be related to the working time which has gone into that job. Income and employment data should therefore refer, or be convertible, to the same period.
43. For each job, working time should be, expressed in the number of hours, days, weeks, etc., during which the activity has been carried out. Where the activity is carried out by several contributing family workers and income is the result of a joint labour input (e.g. in household enterprises), efforts should be made to measure the number of hours, days, weeks, etc., worked by each member.
44. At the individual level, employment-related income should be measured for each job carried out during the reference period, whether in employment for pay or for profit, together with the corresponding labour input in each activity. During a one-year reference period, individuals may be, for different periods, employed, unemployed and out of labour force during which some or no employment-related income accrues. Each of these periods should be identified, account being taken of all jobs performed, including casual or simultaneous employment. The main situations may be classified into broad categories relevant to the measurement of employment-related wellbeing (or hardship).

### Measurement of hours of work

45. The measurement of hours of work is dealt with in the resolution concerning the measurement of working time adopted by the 18<sup>th</sup> ICLS in 2008. The working time concepts defined in this resolution

are relevant for the measurement and analysis of employment-related income, and countries should aim at applying them to produce working time statistics.

46. Hours of work should be identified for each job separately for job-level analysis and for all jobs for person-level analysis.

## Data sources

47. The collection of data on income related to employment for pay or for profit should be based on the regular national statistical programmes, using all available sources.
48. One such source could be general or specialized household surveys, with individual household members as observation units.
49. Other sources of data include establishment surveys, administrative records (such as income tax and social security records), informal sector surveys (such as mixed surveys, according to the guidelines contained in the ILO resolution concerning statistics on the informal economy adopted by the 21st ICLS), agricultural surveys, surveys of small economic units and population censuses.
50. The choice of the appropriate sources of data should be based on the results of a cost-benefit analysis, taking into account factors such as the desired accuracy and details required from the results, the availability of different sources, the existence and design of labour force or other household surveys and the feasibility of adding new topics to these surveys or of launching separate surveys, and the response burden (particularly for the population census where questionnaire content must typically be limited).
51. Several sources may be used for the collection of data on employment-related income. The use of different sources equally enables the comparison of the data and the evaluation of its quality.
52. Labour force surveys which collect data on income constitute an essential source of data on the income-generating capacity of jobs and its links to the labour market activities of individuals. Additional variables and appropriate questions accompanied by detailed instructions addressed to all individuals, including those not employed at the survey date, may, in principle, cover nearly all income during a given period, including those employment-related benefits received from sources other than the employer and as a result of current or former employment (e.g. received from social security or insurance schemes or the State). Income data should be linked to each person's educational and other characteristics, for each activity and occupation, in order to establish the link between income and type of occupation, type of contract, skill level, duration of employment and unemployment, seniority in trade or occupation, or other characteristics of interest.
53. Household budget and household income and expenditure surveys are particularly suitable for collecting data on all types of income, including income components in cash, in kind and in services, and income deductions. Special care should be taken in such surveys to better identify the relationship between income and employment. In particular, detailed information on income related to employment for pay or for profit should be collected in respect of each activity performed or job held by each household member, together with the corresponding volume of employment in terms of hours of work.
54. In order to improve the quality and relevance of income-related questions in labour force and other household surveys, efforts should be made in particular:
- to collect income data directly from the persons concerned and avoid the use of proxy respondents as much as possible;
  - to obtain disaggregated data on the components of employment-related income and link income to working time in each job and for each individual member covered by the survey;
  - to reduce recall errors and pinpoint the seasonal characteristics of certain jobs using various solutions, such as conducting repeated surveys or surveys with a sample spread over the year and a shorter reference period such as a quarter or a season; using the month-to-month recall

approach to obtain information on each of the 12 months of the reference period; fixing data collection at a time which coincides with the collection of income data for income tax and social security purposes, etc.

One of the limitations of household surveys is that income can usually only be measured net, i.e. after deduction of social security contributions, income taxes, etc.

55. Establishment surveys can also serve as a basis for the collection of data on those components of income related to employment for pay received directly from the employer. For the purpose of measuring employment-related income, the coverage of traditional establishment surveys should be extended, or specially designed surveys should be carried out (i) to cover small establishments, and household enterprises with employees, and (ii) to include and identify separately permanent, fixed-term, short-term and casual employees; paid apprentices and interns; employers in corporations and owner-operators of corporations without employees, along with additional characteristics of interest such as part-time nature of the job and the related volume of working time in employment. For the compilation of structural indicators on income related to pay, structural surveys of earnings, which enable information to be collected on income levels and trends according to detailed employees' characteristics (sex, age, occupation, conditions of employment, etc.) are the most appropriate establishment surveys for the compilation of data on income related to employment for pay.
56. When the information collected in establishment surveys is supplemented by data drawn from other sources, such as tax and social security records, the social security benefits should relate to the same set of employees for whom total remuneration data have been collected from the establishments.
57. In order to alleviate the difficulties experienced in field surveys in general, related to the reluctance of interviewed persons to provide income data, the difficulty in quantifying non-monetary income, the relatively heavy workload for the statistical agencies and the risk of inaccurate responses, extra care should be taken in the preparatory phase, i.e. in the conception of appropriate definitions and guidelines, the drafting of directives and the training of officers. At a subsequent stage, special attention should be paid to the analysis and interpretation of the resulting income data and total and item nonresponse should be partly compensated through adjustment procedures.

## Data compilation

58. In order to measure the income-generating capacity of different jobs or economic activities, employment-related income should be related to the job variables (regular/casual, full/part-time, etc.) and measured within the framework of employment duration and working time.
59. In order to assess employment-related well-being, data should be collected on income derived from all jobs for each person. For each job, income data should be collected along with the individual's status in employment, the length of the reference period to which the income refers, working time in hours, days, months, etc., where relevant.
60. Data should be collected on the components, as well as on the aggregate, of income related to employment for pay or for profit, along the following lines:
  - (a) Gross income related to employment for pay, excluding social security contributions as in paragraph 12:
    - total cash remuneration;
    - total imputed value of remuneration in kind and services;
    - profit-related pay;
    - employment-related social security benefits:
      - received from employer;

- received from social security and insurance schemes or the State.

(b) Gross income related to employment for profit, excluding social security contributions as in paragraph 21:

- gross profit or where relevant gross output less operating expenses;
- consumption of fixed capital/depreciation;
- net profit (or share of profit);
- employment-related social security benefits.

## Data classification

61. Statistics of employment-related income should be classified by economic activity, status in employment and occupation or occupational group, at least according to the major groups and categories of the most recent version of the relevant international classifications. These statistics should be systematically disaggregated by sex in all analyses. Other important variables for cross-classifications of data on income related to employment for pay or for profit are sex, age, level of education, level of skill, seniority in job and the formal or informal status of the job.
62. Disaggregations of the main status in employment categories, as defined in ICSE according to the type of economic risk, may be relevant in order to distinguish specific groups such as owner-operators of corporations from employees, employers from other independent workers, permanent employees from temporary, seasonal or casual employees, etc.
63. In order to measure the relationship between employment and income, account should be taken of all activities performed during the reference year, including simultaneous jobs. The employment experience of individuals during the reference period may be assessed through the identification of periods when they were employed (full or part time), unemployed and out of labour force. At the aggregate level, the main situations may be regrouped into broad categories relevant to the measurement of employment-related well-being, such as:
  - full-year/full-time employment;
  - part-year/part-time employment with no unemployment:
    - for voluntary reasons;
    - for involuntary reasons;
  - part-year employment with some unemployment;
  - mainly unemployment:
    - with some employment;
    - without employment;
  - mainly out of labour force with some employment.
64. Further variables may be introduced, such as length of employment, spells and duration of unemployment, etc. Such classifications would permit the identification of the main types of employment-related hardship, the severity of employment problems and the degree of labour force attachment of persons experiencing economic hardship.

## Periodicity

65. Countries should endeavour to regularly collect, compile and disseminate statistics of employment-related income at least every five years.

## **Analytical measures**

66. Statistics of average income related to employment for pay and employment for profit should be compiled per time unit. The time unit in which average employment-related income is expressed, e.g. hour, day, week or month, should depend mainly on how meaningful the figures would be in the country concerned and on the feasibility of data collection. Where possible, estimates of average annual income related to employment for pay and employment for profit should be compiled.
67. Where feasible, estimates of hourly employment-related income should also be developed, based on the annual estimates of income and on the corresponding volume of employment expressed in terms of hours of work and work duration.

## **Complementary approach to non-measurable benefits**

68. In view of, on the one hand, the importance generally attached to the growth of forms of compensation schemes offering current and deferred entitlements to various benefits to persons in employment for pay (e.g. pensions and health plans, life insurance, flexible benefits and the like), and, on the other hand, the measurement difficulties inherent in the assessment of the value of such entitlements, efforts should be made to conduct surveys of employee benefits, in such a way as to provide data on the incidence and characteristics of the benefits received by persons in employment for pay (e.g. participation requirements, employers' and employees' contributions (where appropriate), health-care deductibles, pension benefit formulas, paid leave provisions, number of beneficiaries). Data should be compiled and published by size of establishment and various employer and employee characteristics (major industry groups, full-time and part-time employment, etc.).
69. Where relevant, efforts should be made to collect, compile and disseminate similar information on social security and other employment-related benefits which are received by persons employed for profit.

## **Valuation of the work of contributing family workers**

70. In household enterprises, and more generally in employment for profit, activities may be jointly performed by several members of the household without formal or individualized earnings or income. In that case, the profit or mixed income derived by the head of the household enterprise also rewards the participation of contributing family workers (as defined in the most recent version of ICSE) whose participation in the economic activity is of varying duration and intensity and at different levels of responsibility. It is therefore necessary to assess the contribution of these workers, disaggregated at least by sex and age, to the economic development of household enterprises.
71. Contributing family workers generally have jobs whose occupational content and level of responsibilities differ from that of the owner or partners of the enterprise. The measurement of their participation involves: (i) the measurement of the volume of employment put into the activity, in terms of hours, days, weeks, etc., and (ii) the imputation of an income value to their work. This imputed value can be based on the market rates for equivalent occupations.
72. Several variants may be calculated, using for instance the minimum wage of certain suitable occupations, or the average wage, by sex and occupation or sector, of substitute workers. Wages may be allocated "gross" or "net". Imputed gross wages (where relevant, including the employer's imputed contributions to social security and similar schemes) can provide an indication of the expense foregone by the head of the household enterprise, while imputed wages net of taxes and social security contributions appear more suitable since the labour of contributing family workers does not usually generate social security contributions.

## Data dissemination

73. Where possible, statistics of average income related to employment for pay or profit should be compiled and disseminated regularly, together with information on the quality of the statistics. Detailed descriptions of the concepts and methods used in the compilation of statistics on income related to employment for pay or profit should be disseminated by the responsible statistical office. In particular, the descriptions should mention the nature and types of payments and benefits included in each of the four major groups of components of income related to employment for pay, the types of employment-related benefits received by persons in employment for profit, the source(s) of data and the methodology used in collecting and compiling the statistics on income related to employment for pay or profit.
74. Dissemination of the statistics of employment-related income should be in accordance with Article 4 of the Labour Statistics Convention, 1985 (No. 160), which protects the confidentiality of information relating to individuals, households, employers, etc.
75. To facilitate the analysis of the statistical series compiled on income related to employment for pay or profit, the results of surveys on employment-related income should be accompanied by information on the various types of schemes and plans covering persons in employment for pay and profit, in particular on the financing of statutory social security schemes and the coverage of benefits.
76. The credibility and the relevance of statistics on income related to employment for pay or profit will be increased if they can be disseminated as soon as possible after their compilation, fitted into broader statistical systems (such as the national accounts or labour accounts) and used in connection with relevant demographic and economic time series. Countries should therefore endeavour to develop consistent time series showing income dynamics and revealing vulnerable groups of persons.
77. Countries which have carried out studies on the level and composition of income related to employment for pay or profit should communicate their results to the International Labour Office in order to facilitate international comparisons and interpretation of the statistics.

## Further action

78. In view of the complexity of the measurement of income related to employment for pay or profit, special efforts should be made to improve the use of existing sources of data and to enhance surveys in order to increase response rates and obtain the required information as accurately as possible.
79. The International Labour Office should follow national developments in collecting and compiling statistics of income related to employment for pay or profit, carry out a series of field tests and pilot surveys where relevant, disseminate and evaluate information about the lessons learnt from national experiences, and provide guidance on measurement in line with the contents of this resolution.
80. The International Labour Office should cooperate, as far as possible, with countries in the development of statistics of income related to employment for pay or profit by providing technical assistance and training. The Office should report to the next ICLS on the implementation of these guidelines.

## ► Resolution IV

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### Resolution to amend the 17th ICLS Resolution concerning household income and expenditure statistics

#### Preamble

The 21st International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 11 to 20 of October 2023,

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, and of the Resolution concerning statistics on work relationships, adopted by the 20th International Conference of Labour Statisticians, 2018,

Recognizing the need to harmonize the international statistical standards for the measurement of household income and expenditure statistics adopted by the 17th ICLS with those adopted by the 19th and 20th ICLS,

Adopts this 20th day of October 2023 the following amendments to the Resolution concerning household income and expenditure statistics, adopted by the 17th International Conference of Labour Statisticians, 2003

#### Objectives and uses

1. Household income and expenditure statistics may serve as a basis for the description and analysis of a wide range of economic, social and other issues among which its most important uses are:
  - (a) to assess the level, structure and trends of the economic well-being of households and individuals in terms of the distribution of income/consumption expenditure across households and individuals for various population subgroups of interest;
  - (b) to determine baskets of goods and services as well as to obtain weights and other useful information for the compilation of consumer price indices, cost of living indices, indices of comparative costliness, etc.;
  - (c) to compile the sequence of accounts for the household sector, to check the quality of estimates produced from other sources, and to reconcile national account estimates with micro-level data;
  - (d) to formulate, implement, monitor and evaluate social and economic policies;
  - (e) to carry out studies of the relationship between income and expenditure statistics and various socio-economic characteristics of individuals and households;
  - (f) to study consumer behaviour among socio-economic groups;



(g) to develop and monitor policies relating for example to tourism, nutrition, food security, housing, migration, education, labour market and health;

(h) to contribute to the study of poverty and social exclusion.

2. These various uses may not all be served equally well from a single source and, in some instances, it will be necessary to combine statistics and information from different sources, for example administrative records, through statistical matching or modelling.
3. Household income and expenditure statistics should be produced in such a way as to enhance their international comparability and consistency with other statistics on income and expenditure and related economic and social statistics. Therefore, to the extent possible, the collection of income and expenditure data should be such that income and expenditure aggregates consistent with all international guidelines may be derived.

## Income

### Concept and definition

4. **Household income** consists of all receipts whether monetary or in kind (goods and services) that are received by the household or by individual members of the household at annual or more frequent intervals, but excludes windfall gains and other such irregular and typically one-time receipts. Household income receipts are available for current consumption and do not reduce the net worth of the household through a reduction of its cash, the disposal of its other financial or nonfinancial assets or an increase in its liabilities.
5. Household income, as defined in the previous paragraph, consists of four types of income: (i) income from employment; (ii) property income; (iii) income from own-use production work; and (iv) current transfers received.

### Income from employment

6. Income from employment comprises receipts for participation in employment activities, as defined in the resolution adopted by the 16<sup>th</sup> International Conference of Labour Statisticians (1998) concerning the measurement of employment-related income and amended by the 21<sup>st</sup> International Conference of Labour Statisticians. It consists of: (a) income from employment for pay; and (b) income from employment for profit.
7. The *income from employment* concept introduced by this resolution — for measuring household income — is not identical to the concept of *employment-related income* set by the 16<sup>th</sup> ICLS for measuring any income resulting from one's current or past employment activities. *Income from employment* covers only components of *employment-related income* resulting from actual involvement in employment activities. It, for instance, does not cover *employment-related social security benefits*, which are treated as transfer income in this resolution.
8. Income from employment for pay comprises direct wages and salaries for time worked and work done, cash bonuses and gratuities, commissions and tips, directors' fees, profit-sharing bonuses and other forms of profit-related pay, remuneration for time not worked as well as free or subsidized goods and services from an employer. It may include severance and termination pay as well as employers' social insurance contributions. These items should be reported separately, when included. The definition of these terms is consistent with their use in the resolution concerning statistics of employment-related income adopted by the Sixteenth International Conference of Labour Statisticians (1998).



9. Income from employment for pay may be received in cash (monetary) or in kind as goods or services. Those receipts in kind that are outputs of the employer's production process should be included only in so far as they are in line with the recommendations contained in the Protection of Wages Convention, 1949 (No. 95), of the International Labour Organization. Otherwise, they are imposed payments in kind that should be excluded from employee income or valued at zero.
10. Income from employment for profit is income received by individuals, over a given reference period, as a result of their involvement in jobs for profit as defined in the resolution concerning the International Classification of Status in Employment adopted by the 20th International Conference of Labour Statisticians (2018). In particular, income from employment for profit concerns primarily owners of unincorporated enterprises who work in these enterprises. It excludes profits from capital investment of partners who do not work in these enterprises ("sleeping partners"), dividends and directors' fees paid to owners of incorporated enterprises. Income from employment for profit includes the estimated value of goods and services produced for barter as well as goods produced for own consumption, less expenses.
11. The basis for the measurement of income from employment for profit is the concept of mixed income defined by the System of National Accounts. Mixed income consists of the value of gross output less operating costs and after adjustment for depreciation of assets used in production, where these terms are as defined in the resolution concerning the measurement of employment-related income adopted by the Sixteenth International Conference of Labour Statisticians (1998).

### ***Property income***

12. Property income is defined as receipts that arise from the ownership of assets (return for use of assets) that are provided to others for their use. These are returns, usually monetary, from financial assets (interests, dividends), from non-financial assets (rents) and from royalties (return for services of patented or copyright material).
13. Interest receipts are payments received from accounts with banks, building societies, credit unions and other financial institutions, certificates of deposit, government bonds/loans, securities, debentures and loans to non-household members.
14. Dividends are receipts from investment in an enterprise in which the investor does not work. Pensions and annuities in the form of dividends from voluntary private insurance schemes are also included.
15. Rents are payments received for the use of both unproduced assets (i.e. natural resources), such as land, and for produced assets, such as houses. Rents should be recorded net of expenses.
16. Royalties are receipts from writings, right to make use of inventions, etc. (i.e. patented or copyright materials).

### ***Income from own-use production work***

17. Income from own-use production work consists of the estimated value of household production of any goods (consumable or durable) and services (domestic, care, housing, etc.) produced by household members for own consumption, and consumed by them. Production of these goods and services falls under the general production boundary of the system of national accounts. The operational definition of this component should be clearly described when estimates for it are presented or included in estimates of the total income of households. The net estimated values of housing services from owner-occupied dwellings should be presented separately from the estimates for other services. Estimates of the values of these services should be made in a consistent

manner in producing household income and household expenditure statistics when these are to be analysed jointly.

### ***Income from consumption of goods and services produced in other forms of work***

18. The SNA general production boundary also contains production of goods and services in volunteer work, unpaid trainee work and other forms of work as defined in Resolution I of the 19<sup>th</sup> ICLS. The value of goods and services produced by household members in these forms of work, and consumed by them, is also part of household income.

### ***Transfer incomes***

19. Transfers are receipts for which the recipient does not give anything (neither money, goods nor services) to the donor in direct return for the receipts. Transfers can consist of cash (in the monetary sense), of goods or of services. Current transfers are those that usually recur regularly (relative to the reference period used for income), tend to be small and are also mostly available for use during the reference period.
20. Regarded as income are all current transfers received in cash and as goods as follows:
  - (a) social security pensions, insurance benefits and allowances generated from government sponsored social insurance schemes (compulsory/legal schemes) such as pensions (including military and overseas pensions), unemployment benefits, sickness benefits;
  - (b) pensions and other insurance benefits from employer-sponsored social insurance schemes not covered by social security legislation (both funded and unfunded) such as education allowance, medical expenses;
  - (c) social assistance benefits from governments (universal or means-tested) which provide the same benefits as social security schemes but which are not provided for under such schemes;
  - (d) current transfers from non-profit institutions (e.g. charities, trade unions, religious bodies) in the form of regular gifts and financial support such as scholarships, union strike pay, union's sickness benefits, relief payments;
  - (e) current transfers from other households in the form of family support payments (such as alimony, child and parental support), regular receipts from inheritances and trust funds, regular gifts, financial support or transfer in kind of goods.
  - (f) current, small transfers from governments, institutions or households in the form of cash stipends/support and goods/services provided to support participation in forms of work other than employment as defined in Resolution I of the 19<sup>th</sup> ICLS (2013) concerning statistics of work, employment and labour underutilization. According to that resolution (paragraphs 37b and 33c), such transfers are not considered compensation for work done or hours worked but are still considered household income.
21. Transfer of housing services between households should be considered as income for the recipient household. These should be included in income subject to appropriate evaluation methods.

### ***Exclusions***

22. Holding gains/losses, resulting from changes in the value of financial and non-financial assets and liabilities, should be excluded from the operational definition of income.

23. All irregular, non-recurring receipts are excluded from the definition of income. They include lottery prizes, gambling winnings, non-life insurance claims, inheritances, lump-sum retirement benefits, life insurance claims (except annuities), windfall gains, legal/injury compensation (except those in lieu of foregone earnings) and loan repayments.
24. Other receipts that result from a reduction in net worth are excluded from income. These include sale of assets, withdrawals from savings and loans obtained.
25. For analytical and other purposes, data may be collected wherever possible on receipts that are excluded from the concept of income as well as from the operational definition of income.

### **Aggregation**

26. The sum of income from employment and own-use production work is referred to as income from production. When this is added to property income and transfer income, the sum is total income. Disposable income is total income less direct taxes (net of refunds), compulsory fees and fines, social security contributions as well as compulsory and quasi-compulsory inter-household transfers paid. Whenever it is possible to also compute social transfers in kind, the sum of these receipts and disposable income constitutes adjusted disposable income. Total income, if aggregated across households, leads to double counting.

## **Expenditure**

### **Concepts and basic definitions**

27. Consumer goods and services are those used by a household to directly satisfy the personal needs and wants of its members. Household consumption expenditure is the value of consumer goods and services acquired, used or paid for by a household through direct monetary purchases, own-account production, barter or as income in-kind for the satisfaction of the needs and wants of its members.
28. The actual final consumption of a household is the sum of its household consumption expenditure and the value of consumer goods and services acquired or used by the household through transfers from government, non-profit institutions or other households. This is the most appropriate concept for welfare analysis as it takes into account all consumer goods and services available to a household for the satisfaction of the needs and wants of its members.
29. Household expenditure is defined as the sum of household consumption expenditure and the non-consumption expenditures of the household. The latter are those expenditures incurred by a household as transfers made to government, non-profit institutions and other households, without acquiring any goods or services in return for the satisfaction of the needs of its members. Household expenditure represents the total outlay that a household has to make to satisfy its needs and meet its "legal" commitments.

### **Measurement**

30. For purposes of registering their expenditures, services may be regarded as consumed at the time of acquisition or at the time of payment. For goods, the choice is between the time of acquisition and the time of use. The decision depends on the main purpose for compiling the consumption expenditure aggregate. In particular, if it is intended for the estimation of weights for consumer price indices, the choices made should be the same in producing the aggregate and compiling the consumer price indices.

31. Consumption expenditure may be measured in terms of:
- (a) the purchase values of the goods and services (referred to as the acquisition approach);
  - (b) the cash outflows resulting from ownership of the goods or benefiting from the services (referred to as the payment approach); or
  - (c) the estimated values of the service flow from the goods and the values of the actual services (referred to as the consumption costs approach). The first two approaches are jointly referred to as the expenditure basis for measuring consumption expenditure while the last is the consumption costs basis.
32. Consumer goods that are completely consumed on acquisition or gradually consumed over a period of time after acquisition (including bulk purchases) are referred to as non-durable goods. Consumer goods that are used many times over a long period of time without reducing their capacity to satisfy needs and wants are referred to as durable goods. In some instances, the notion of semi-durable goods (relatively shorter expected lifetime) may also be useful.
33. For services acquired from the market and non-durable goods, consumption expenditure measured on an expenditure basis is a good approximation for measurement on a consumption costs basis. Consumption expenditure on services and non-durable goods may therefore be measured using the acquisition approach, where this approach is extended to include the estimated values of own production of non-durable goods and those received as income in kind or through barter.
34. Consumption expenditure on durable goods when estimated using the acquisition approach, is in general different from the value obtained using the consumption costs approach. For use in the compilation of weights for a consumer price index to be used to monitor inflation, the acquisition approach is often used, especially when restricted only to monetary purchases. When the purpose is for use in welfare analysis or to compile weights for a cost-of-living index, the consumption approach may be preferable.
35. These different approaches may be combined for computing consumption expenditure on goods by using one or other for different expenditure items. In particular, to be consistent with the conventions of the System of National Accounts, consumption expenditure on owner-occupied dwellings may be valued on the consumption costs basis while the acquisitions approach is used for durable goods, non-durable goods and services.
36. The consumption costs approach may also be used for durable goods for the purpose of welfare analysis and the production of tourism statistics. This use may be limited to major durable goods, since the consumption costs of other durable goods do not differ greatly from their acquisition costs. For this purpose, major durable goods may be defined in terms of a long expected lifetime, such as beyond five years, combined with a relatively high value (e.g. a car or bicycle but not socks or a hammer).
37. Whichever of the above approaches is adopted for estimating consumption expenditure for durable goods and owner-occupied dwellings, it should be consistent with that used for estimating their contribution to household income whenever these statistics are to be analysed jointly.

### ***Operational definitions***

38. Expenditure on non-durable goods is measured as the purchase value of these goods or the estimated value of those received as income in kind, through barter, from own production, from stocks of household enterprises and from transfers from outside the household. Typical examples of non-durable goods include food items, personal care items (toiletries, make-up and medical

products, etc.), fuel (firewood, heating oil, coal), education and entertainment (newspapers, books, etc.), household items (cleaning products, etc.).

39. Expenditure on durable goods is assessed in the same way as for non-durable goods under the acquisitions approach. Typical examples of durable goods are household kitchen appliances (cookers, refrigerators, dishwashers, microwave ovens, etc.), household entertainment appliances (hi-fi equipment, televisions, cameras, etc.), other household appliances (washing machines, vacuum cleaners, dryers, etc.), household transportation equipment (cars, bicycles, etc.), other household items (furniture, soft furnishings, etc.), clothing, utensils, etc.
40. The purchase value of second-hand goods should be recorded in the same way as for new goods. The value of any direct sales of used goods or their indirect sales ("trade-ins") should be recorded separately. Consumption expenditure on second-hand goods may then be computed net or gross of these sales to satisfy the requirements of both compilation of consumer price indices (or national accounts) and analysis of households' welfare and behaviour.
41. In principle, expenditure on non-monetary gifts should be recorded as part of actual final consumption for the recipient household. However, in practice, for consistency with the above recommendation to include them as income for the recipient household, they could be treated as part of household consumption expenditure for this household. They should be recorded as nonconsumption expenditure of the donor household in either case.
42. Consumption expenditure on services is measured as the amount paid for the services acquired from the market or the estimated value of those received as income in kind. However, in some circumstances, for example in the case of utilities, it may be necessary for practical reasons to use payments made for the services irrespective of when they were acquired. Any reimbursement for overpayment should then be treated as negative consumption expenditure.
43. Financial services such as accounting fees, bank service charges and credit card service fees should be included in household consumption expenditure as payment for services. Some of these may however be difficult to measure at the household level.
44. Interest payment consists of two components: a service charge and a return to capital. Interest payments on consumer credit should in principle be included as household consumption expenditure consistent with the assumption that the greater part of interest is a charge for the services in administering the credit scheme. However, particularly in high inflationary circumstances, these interest payments may be considered as non-consumption expenditures on the grounds that the greater part of interest is compensation to the original owner of the borrowed money for the high inflation.
45. Non-life insurance premiums are those taken out against property risks such as fire, theft and water damage; health risks such as accident and sickness; risks in transportation such as personal transport, travel and luggage; and others such as civil liability. Premiums should be recorded gross as household consumption expenditure. Reimbursements and claims arising out of any such insurance may be recorded separately so that aggregate consumption expenditure could be computed gross or net of them to satisfy the needs of both compilation of consumer price indices and the analysis of households' welfare and behaviour.
46. Expenditures on gambling should be recorded as consumption expenditure. Any winnings may be separately recorded so that household consumption expenditure could be computed gross or net of winnings to satisfy various analytical demands. For compilation of consumer price indices, use in national accounts and for joint analysis of consumption expenditure and household income, computing this expenditure net may be preferable.

47. Housing decoration, repairs and maintenance normally carried out by tenants should be recorded as consumption expenditures by tenants as well as by owner-occupiers. Other major repairs and home improvements should be regarded as capital expenditures. Since there are differences between countries in the legal obligations of tenants in this respect, expenditures on these items should be recorded separately to allow for flexibility in their treatment in cross-country analysis.
48. Payments (e.g. subscriptions, membership fees) to non-profit institutions such as religious bodies, trade unions and political parties should be recorded as consumption expenditure when they give rise to the provisions of goods and services acquired by the donor household.
49. Licences and fees paid to governments that generate the delivery of specific individual services to households should be treated as consumption expenditures. Examples include testing, inspecting and licensing the use of certain equipment (TVs, radios, firearms, etc.); providing passports, court services, access to museums, garbage collection, driving or piloting licences; and so on. In those instances where payments for licences to own or use a vehicle, boat or aircraft go towards providing for or enhancing their use (e.g. maintaining roads), they should also be included as consumption expenditure.
50. Consumption expenditure on services from owner-occupied dwellings should be assessed as the gross estimated value of the flow of services from these dwellings. This should extend to all dwellings owned including vacation and weekend homes.
51. When the consumption costs approach is used for stocks of any category of durable goods, their consumption expenditure is assessed as the estimated value of their service flow. In these instances the purchase value or estimated value of acquiring this category of goods should not be included in any previous or current estimate of household consumption expenditure. This treatment of the stocks of durable goods facilitates apportioning expenditure when goods have multiple uses.
52. Complementary to the inclusion as income of housing services received as transfers from other households, these services should also be considered as consumption expenditure of the recipient household. Services from unpaid household work, social transfers in-kind and transfers of in-kind services from other households should be excluded from household consumption expenditure and from actual final consumption until such time when the valuation of these services is based on agreed principles.
53. In principle, expenditures on goods and services that may be illegal or considered undesirable or luxury items, are consumption expenditures. However they may be measured only as far as it is feasible in practice, given the peculiar circumstances relating to the collection of the data.

### ***Household expenditure***

54. The non-consumption expenditures of households include current transfers of cash, goods and services to other households such as gifts donated, remittances, alimony, child support, etc. Other items included are contributions to non-profit institutions that do not give rise to the provision of goods and services to the donor household; compulsory transfers to governments such as income and other direct taxes (e.g. wealth taxes), compulsory fees and fines; and pension and social security contributions.
55. Expenditures on goods and services for use in the operation of unincorporated enterprises as well as the occupational expenses of employees are excluded from the measurement of household expenditure. In addition, capital expenditures such as savings, reduction of liabilities, amounts loaned, purchase of financial assets, life insurance premiums are excluded. Expenditures on valuables (works of art, jewellery, gemstones, etc.) are also excluded from household expenditure. The identification of goods to be treated as valuables depends on national circumstances. However,

they are generally defined as goods of relatively high value, the main purpose of which is to serve as a form of savings and not for use in production or for consumption.

## Measurement issues

### Statistical units

56. The statistical units for the collection and analysis of statistics on income and on expenditures are defined as follows:

(a) *Household*: The concept of household should be consistent with the one adopted in the latest version of the *Principles and recommendations for population and housing censuses of the United Nations*.

A household may be either:

- a one-person household, i.e. a person who makes provision for his or her own food or other essentials for living without combining with any other person, or
- a multi-person household, that is to say, a group of two or more persons living together who make some common provision for food or other essentials for living. The persons in the group may pool their incomes and may, to a greater or lesser extent, have a common budget; they may be related or unrelated persons or a combination of both.

(b) *Income unit*: An income unit consists of a subset of a multi-person household with shared command over income (either by pooling their income or having access to the pooled income) or a one-person household.

(c) *Dwelling unit*: All persons living together in a housing unit or a set of collective living quarters.

(d) *Person unit*: Individual members of households.

57. Members of a multi-person household may be identified based on any of the following criteria:

(a) sharing in housing facilities (either contributing to housing costs or benefiting from costs paid by others);

(b) sharing of at least one meal each week; or

(c) financially dependent for at least two out of these three types of items: food, housing or other expenditures. In this case the household is referred to as a "consumer unit".

58. The household is the basic sampling unit and unit of enumeration. The dwelling unit or the individual may also be used as the sampling unit, as may the postal or physical address.

59. From the standpoint of statistics on consumption expenditures, the household is the appropriate unit of analysis while, for income statistics, the income unit may be used as a unit for further analysis. For policy analysis focused on the family, a unit for further analysis may be the family. Where appropriate, the dwelling unit and the individual may also be used as units of analysis.

60. Household income and household expenditure statistics should cover all persons living in private households in a country, including students sharing accommodation, and lodgers. Collective households, such as retirement homes, university/school accommodation, etc. may be included provided the members are involved in decision making about their consumption, including the consumption of housing services. Other collective households like boarding houses, hotels, etc. and institutions such as military installations, hospitals, penal institutions, university/school



accommodation where students are not involved in decision-making about their consumption, and so on, should be excluded from the coverage of these statistics. However, identifiable households within the institutions may be included.

### Household characterization

61. The membership of a household consists of all persons usually resident in the household, where usual residence should be defined in a manner consistent with the provisions in the latest version of the *Principles and recommendations for population and housing censuses of the United Nations*. A minimum duration of six months may be used as one of the criteria for determining usual residence within the household.
62. In order to identify relationships between household members at the data collection stage, an easy-to-use criterion may be applied to select a unique person against whom these relationships could be established. Examples include the person recognized as head, the person taking important decisions, the oldest adult present, the person with the main income, etc. Alternatively, all pair-wise relationships between members of the household may be identified at the data collection stage, thereby eliminating the need to have a unique person. However, this may be difficult to implement in practice.
63. For some analytical purposes, it may be necessary to describe a household in terms of the characteristics of one of its members, i.e. a reference person. The choice of a reference person would depend on the purpose of the analysis. Criteria linked to employment status, economic activity, demographic factors, and so on may be used.

### Reference period

64. Household income and household expenditure statistics should relate to a full-year **accounting period** to take into account seasonal variations in incomes and expenditures. For the purpose of compiling consumer price indices, the accounting period should as much as possible be a normal year with respect to economic and social factors. When data for these statistics are collected or compiled based on administrative sources and/or when the survey period is short and occurs not long after the accounting period, a fixed accounting period should be used. (The survey period is the period over which the data as a whole are collected or compiled.) Otherwise, the accounting period should be a 12-month moving reference period relative to the survey period. A moving reference period reduces the risk of recall errors, especially when the survey period is also long.
65. The **reference period** for collecting data for components of income and expenditure that are available only annually, for example annual dividends, mixed income, etc., should be the full 12-month accounting period. The same period should also be used for data relating to components that have an annual cycle, that is seasonal, or occur infrequently.
66. To assure good quality data and minimize recall errors, the reference period for data relating to some components of income and expenditure should be based on a duration that makes less demand on the memory of respondents and avoids unnecessary computations. For example, information about weekly wages and consumption expenditure on some food items and personal care products should be collected using a short reference period. However, the use of short reference periods may introduce instability into the statistics, leading to greater observed inequality in the distributions of income and expenditures between households than with the use of longer reference periods.
67. The choice of appropriate reference periods should be made on the basis of careful experimentation in the practical application of the concepts and definitions and investigation of respondents' ability

to provide the information. Analysis of data derived in past household surveys will frequently assist in determining the optimum reference periods.

68. Data collected using a short reference period should be adjusted to obtain estimates for the full accounting period. This should be done using a suitable temporal scaling factor. It should be noted, however, that such an adjustment introduces some non-comparability into the aggregates, and assumes that the data collected are typical for all non-observed periods during the accounting period.

## **Surveys of income and of expenditure statistics**

### ***Data collection***

69. Data on household income and expenditures may be collected using income surveys or household income and expenditure surveys. These surveys may be conducted through interviews and/or completion of questionnaires by households (the retrospective method). They may also be implemented using the diary method, in which households are requested to regularly enter into a diary all or some of their receipts and expenditures for a given period.
70. The retrospective method, with relatively long reference and recall periods, is best suited for large infrequent or irregular purchases, especially of durable goods, and for regular expenditures such as rent, utility bills, etc. Diaries are preferable for those items that are frequently purchased such as food, personal care products and household supplies. Income data are mostly collected using the retrospective method with varying reference periods. The relative advantages of using the retrospective method, or the diary method, or a combination of the two, in the particular circumstances of the inquiry should be carefully investigated. Different methods of collection may be used for different components to obtain results of optimum quality. Useful information to guide these choices, including the various recall/reference periods to use for the various components, may be obtained from past experience, experimentation and cognitive testing.
71. Income data should be collected directly from each relevant household member and separately for each type of income at a level that is as disaggregated as possible. Expenditure data should be collected at the household level from a person knowledgeable about the household's expenditures and capable of completing the instruments. However, some items, especially those collected using diaries, may be collected from different household members. In this case a record should be kept about these persons and the responses for which they were responsible.
72. When a short reference period is used, a decision should be made as to whether to collect the actual value of the income/expenditure item or its usual value. Alternatively, the "last payment/purchase" approach may be used. For income data, the amount received most recently is recorded along with the period that the payment covers. For expenditure data, the most recent expenditure made on an item is recorded. The frequency of the components of these receipts/expenditures during the accounting period should be determined to assist in compiling estimates for the full accounting period. Amounts that are not paid in every payment period may result in acceptable estimates of household sector incomes across the full accounting period. However, this may result in a significant understatement or overstatement of the estimates of individual household incomes for the full accounting period, thereby distorting income distribution and other microeconomic analysis.
73. Questionnaires should have as detailed a list of goods and services as possible to obtain accurate estimates of household consumption expenditure. However this has to be balanced against increased costs and the likelihood of misreporting and non-response that it may entail. Diaries may be open-ended or structured to varying degrees up to being fully pre-coded. Supplementary

methods that may facilitate data collection include the use of the Internet, outlet receipts and electronic devices for real-time recording of expenditures.

### **Scope**

74. The scope of these surveys should, as much as possible, include all types of specified receipts and outgoings, as detailed as possible, including separate identification of all components of household income and expenditure. When income is to be used as a classificatory variable for analysing expenditure statistics, income data may be collected at an aggregated level.
75. Data should be collected to estimate the income of persons employed for profit as mixed income. However, for certain categories of persons employed for profit, such as independent artisans, their income may be more appropriately determined by requesting from them the same data as for employees. When direct reliable estimates of mixed income are not available or are inappropriate, data on the drawings from the enterprise of those employed for profit or the value of the consumption expenditure of their households may be used to impute values for their income. When using this method, one should be aware of the shortcomings in directly using drawings or consumption expenditure as the income measurement.
76. For non-monetary receipts and expenditures, relevant information should be collected to enable their valuation. To the extent possible, quantity data on all expenditure items should be collected, especially for food items including those consumed away from home.
77. Information on the membership of the household (socio-demographic and employment characteristics) and on the household characteristics (geographical location, level of urbanization, dwelling characteristics) should be collected. Other variables such as health situation, educational attainment may be collected for analytical purposes.
78. To the extent possible, data should be collected in such a way that various aggregates of household consumption expenditure, household expenditure, actual final consumption and household income may be computed to satisfy users' needs for national account estimates, compilation of consumer price indices, welfare analysis and other analytical contexts. In particular, to the extent possible, data should be obtained from households or from other sources on:
  - (a) the consumption of social transfers in kind and other in-kind services;
  - (b) outlays for investments, net changes over the reference period in savings (including valuables) and in household or personal liabilities and other such disbursements;
  - (c) direct taxes, social contributions and transfers paid; and
  - (d) the place of acquisition (e.g. location, type), for expenditures incurred while on tourism-related trips, where required for domestic tourism statistics.

To ensure the quality and usefulness of the data, special data collection mechanisms may need to be adopted other than those used for household expenditure statistics.

### **Survey design**

79. Income surveys and household income and expenditure surveys should use a design that produces reliable and valid estimates at reasonable cost and that is easy to implement. The designs may be cross-sectional, in which inquiries are made to each household in the sample only once through interviews, diaries or both methods. They may also be panel designs in which inquiries are made to each household more than once. Cross-sectional and panel designs may be used with a single

sample of households. It is also possible to have a series of cross-sectional or panel designs applied to representative and independent sub-samples staggered over the survey period.

80. Surveys with a short data collection period are not advisable. If this is done, special care should be taken to ensure that the estimates should be based on periods with normal household income and expenditures.

### **Sample design**

81. The design of the sample and the selection of sample households should be made in accordance with appropriate sampling techniques in order to obtain results that are as accurate as possible with the resources available, taking into account circumstances such as availability of suitable sampling frames. As far as possible, the sampling method employed should permit the calculation of sampling errors. Thorough research should be carried out to find and clearly identify the most suitable sampling frame, to determine the number of stages, the optimum stratification and other salient features of the sample to be used, as well as the best procedures for selection of the sample units.
82. The sample size should be determined on the basis of the accuracy required, i.e. the magnitude of the acceptable level of the sampling error for key estimates, and the resources available. It should be sufficient to ensure adequate representation of households of different sizes and compositions, income classes, demographic and socio-economic groups, as well as urban and rural areas and, where relevant, different climatic zones within the country.
83. Effort should be made to identify the main sources of non-sampling errors in the surveys and to determine through experimental studies how best to minimize these errors. It is particularly important in the case of low response rates, which may adversely affect the representativeness of the survey.

### **Frequency**

84. A major sample survey of household expenditures, so far as possible representing all private households in the country, should be undertaken preferably at intervals not exceeding five years. Under conditions of fast-changing socio-economic and political situations, lifestyles of the population and availability of different types of goods and services, the surveys should be undertaken more frequently. Where monetary income constitutes most of total household income, income surveys may be as frequent as annual.
85. Smaller-scale surveys or other sources of statistics could be used to estimate changes in important aggregates during the interval between two large-scale surveys.
86. In certain circumstances, a continuing survey with a smaller annual sample but covering the full scope of a major survey may be undertaken. The average of its results over several successive years may provide a satisfactory substitute for a large-scale survey. While this approach may reduce the volume of work compared to large-scale surveys, it may have implications for the statistical infrastructure, particularly the need to have a permanent field structure.

### **Other sources of income statistics**

87. Some components of income may be collected through establishment surveys or from administrative systems. These data are usually of good quality for the units and types of income covered. Issues of coverage of households as well as types of income, reference periods, timeliness, definitions and units of analysis should, however, be considered when using such sources.

88. Wherever possible, a combination of sources including an income survey and relevant administrative records, such as tax records and social security records, is recommended to ensure optimal coverage, completeness and accuracy of the data.

## **Classification, valuation, estimation, analysis and dissemination**

### **Classification**

89. Income should be classified by types of income source, at as detailed a level as relevant and, to the extent possible, by means of payment so that users would have the option of including or excluding in-kind receipts, e.g. to facilitate international comparisons. Wages and salaries negotiated at the discretion of the employee to be delivered as goods and services should be considered as monetary income and not in-kind income.
90. Household expenditures should be reported in such a way as to permit their classification in various ways to meet different analytical and descriptive purposes. They should be classified in a way that is meaningful for analysis at national level, especially for purposes of compiling consumer price indices. However, to enhance international comparability, national classification systems of household expenditures should, as much as possible, be compatible with the Classification of Individual Consumption according to Purpose (COICOP), at least at the division level. Wherever possible, information should be available for regrouping expenditures into relevant COICOP categories at least at the group (three-digit) level.

### **Valuation**

91. Income in kind (goods and services) and other goods received as transfers in kind should be valued at market prices for equivalent goods and services. Goods produced for own consumption should be valued at market prices for equivalent goods when estimating consumption expenditure, and at producer or basic prices when estimating household income. Where this is not possible or not advisable, self-evaluation by the respondent may be used in both instances. Data should be collected on the quantities acquired and the relevant prices, unless self-evaluation is being used.
92. For consistency with the System of National Accounts, the services of owner-occupied dwellings should be valued as the rental equivalence when estimating consumption expenditure. For the estimation of household income, those housing costs normally paid by landlords should be deducted from the rental equivalence. These costs may include property taxes, property and liability insurance, mortgage interest, water and sewerage charges, repairs and maintenance of the dwelling. Details of the costs should be made available to facilitate different analytical and descriptive needs, e.g. international comparability.
93. Depending on national circumstances, the user-costs approach may be adopted for consumption expenditure of owner-occupied dwellings and the interest on home equity may be used for the corresponding measurement of household income. In particular, if rental markets are limited or do not exist, this approach or the out-of-pocket expenditures of owner-occupiers may be used. In the case of the latter, it should be noted that the estimated housing expenditure derived includes some non-consumption costs and that there are no corresponding additions to household income.
94. Where rents are subsidized, rental flows should be evaluated at market value for an equivalent dwelling.
95. To estimate consumption expenditure of owner-occupied dwellings, data should be collected on:

- (a) housing characteristics (age, size, type of construction and facilities, maintenance and repair costs, status of neighbourhood);
- (b) rents for rented dwellings (from the survey or from other sources) and market value of dwellings;
- (c) housing costs normally paid by landlords for dwellings; and
- (d) the owner's assessment of the rental value for owner-occupied dwellings, where relevant.

Where alternative sources are not available and ownership of a second home is an issue, data on duration of use for vacation and weekend homes should also be collected.

- 96. When the flow of services from (major) durable goods is used, the value that is determined should be the same for household income and expenditure. Data on the initial purchase price, age and other important characteristics of these durable goods may be collected.
- 97. Social transfers in kind should be valued from time to time because of their importance for welfare analysis using a suitable methodology. Data should be collected regularly from the surveys on the take-up of the different services while data on the total cost to the providers and number of beneficiaries should be obtained from other sources.

## Estimation

- 98. Zeros and negative values for income or expenditures are legitimate values and should be used in computing household income or household expenditure. Households reporting such values should be included in the total number of households when computing means and other such statistics. Statistical techniques may be used for the treatment of outliers.
- 99. In order to facilitate the analysis of the statistics, efforts should be made to impute missing values of variables (item non-response) for individual households, provided the number of these is not unduly large and there is a reasonable basis for making the imputations.
- 100. When a moving accounting reference period is used, in circumstances such as periods of high inflation, the estimation of aggregated values may need to take into account possible differences in expenditure patterns arising from differences in prices and/or volumes over the full survey and accounting periods.
- 101. Appropriate weights may be used to adjust for selection probabilities, non-response (assuming this is related to the factors used for probability sampling) and benchmarking with respect to the distribution of demographic, geographic and employment characteristics.

## Analysis

- 102. The possible existence and extent of bias due to: (a) under-reporting of purchases of certain types of products such as alcohol; (b) over-reporting of purchases of luxury goods; (c) under-reporting of income; and (d) unsatisfactory estimation of income from employment for profit or the income of poor households, should be investigated. Zeros and negative values may need special treatment in the analysis.
- 103. Sampling errors should be computed and reported for estimates of parameters for key variables and important subgroups using a formula appropriate to the sampling and weighting schemes used for the survey.
- 104. In analysing the data, the effects of the size and composition of households should be taken into consideration through separate analysis of households with different compositions and/or through

the use of an appropriate equivalence scale. In the case of the latter, this should be used with either the income or the expenditure estimates but not both when they are being analysed jointly.

105. The summary statistics presented in basic tables should include, as appropriate:

- (a) counts (persons or households);
- (b) averages (means and medians), totals and ratios relating to income and expenditure statistics and, where possible, their standard errors.

106. Basic tables should be produced relating to the level and structure (component shares) of consumption expenditures of households (total and subgroups of major items):

- (a) by household income group/income quantiles (e.g. quintiles and deciles);
- (b) by principal sources of income;
- (c) by household characteristics such as size, composition (age and sex), typology (e.g. employee households);
- (d) by characteristics of individuals (demographic, educational, socio-economic status, employment status, etc.); and
- (e) by housing characteristics (age, tenure, occupancy rate, etc.).

Where appropriate, the tables from (c) to (e) should also be produced for the level of household income.

107. In addition, basic tables describing the situation of households may be useful. These may include tables relating the number of households (or household members) to the characteristics of household members, characteristics of the household, principal sources of income as well as income and expenditure groups.

108. As far as possible, these basic tables should also be presented by geographical location, level of urbanization and sex of the reference person or head (where applicable) and, if possible, separately for monetary and non-monetary (estimated) values. The number or proportion of households with zero expenditure on tabulated components should also be reported.

109. Where alternative sources of data are not available, the analysis of distributions of income and/or consumption expenditure, including measuring poverty, inequality and social exclusion, may be carried out for the whole population as well as for key subgroups. Other types of analysis may be made of indebtedness, food insecurity, housing, health, education, tourism, etc.

110. To the extent possible, the analysis should reflect the extent to which the various strata of the population access the different services provided through social transfers in kind and received free from other households. Savings and liabilities should also be taken into account when analysing expenditure statistics.

111. When comparing income and expenditure statistics from micro sources with macro aggregates from national accounts, account should be taken of the different objectives of the sources and the conceptual and measurement differences of some of their components. Such comparisons may be useful for mutual checking between these sources, as a service to users and as an attempt to identify and explain discrepancies.



## Dissemination

112. The main statistical report should contain basic tables and aggregates. It should include a summary presentation of the methodology used, including basic concepts and definitions, the sample and survey design as well as details on data collection and data processing. An assessment of the quality of the data, sampling and non-sampling errors, non-response rates and any other major issues relating to the statistics should also be provided. An indication of the extent of and the method used for the imputations should also be made available when the statistics are published, and imputed values should be identified when micro data sets are distributed.
113. As much as possible and without breaching the confidentiality of the information collected or contractual agreements, public-use files (anonymised micro data sets) should be made available to analysts and other interested users. They should always be accompanied by clear and comprehensive documentation of all aspects of the data collection process. In particular, if top-coding (restricting the maximum value disseminated for a variable) is used to protect the confidentiality of information, the details should be documented and the values should be identified.
114. In addition to the dissemination of the statistical report and possible distribution of public-use files, the main results from the survey should be publicized through conferences, seminars, the media (interviews, popular articles and press releases), etc. Focused, in-depth reports and analytical papers should be produced for policy-makers. Outputs for public dissemination should be made available in appropriate media, whether in paper publications or in electronic formats such as diskettes, tapes, CD-ROMs, micro data laboratories and the Internet.
115. As a source of institutional memory for future exercises and for consultation by others who would need such information, a detailed methodological report should be prepared including full details of the procedures used as well as lessons learned and conclusions reached from the whole exercise.
116. The dissemination of these statistics should adhere to the Fundamental Principles of Official Statistics adopted by the Special Session of the United Nations Statistical Commission (1994) and the guidelines concerning dissemination practices for labour statistics adopted by the Sixteenth International Conference of Labour Statisticians (1998).

