This paper presents the ILO Resolution on Statistics on Work, Employment and Labour Underutilization (19th ICLS) and shows how important the Resolution is for women’s work, particularly in agriculture and allied sector as well as in subsistence agriculture and unpaid domestic services including unpaid care work. The paper in the end also discusses some issues pertaining to data for implementing the Resolution.

Why This Resolution?

This ground breaking resolution on statistics of work, employment and labour underutilization was passed in 2013 by the 19th ICLS (International Conference on Labour Statistics) of the ILO. The main reason for passing the resolution was that it was felt by experts at the ILO that (1) there was a need to broaden the concept of “work” to include all “economic activities”, i.e. all forms of work, (2) the definition of employment was viewed as “too broad”, and (3) the concept of unemployment did not provide adequate information on characteristics of unemployment.

In previous standards, the term “work” included only those activities which were included in the production boundary and counted in national accounts. This is a narrow of definition of work, as it excludes other important categories of work, such as unpaid domestic services and care, and voluntary work. At the same time, the concept of “employment” was too broad, as it included not only work performed for pay or profits, but also some non-market work (but not all non-market work) performed without any direct pay or profits. Again, the term “unemployment” did not provide adequate information on the characteristics of unemployment, such as the time for which the person is underemployed or the time for which the person is employed and the time for which the person wants work in the labour market. It was decided therefore to develop a new resolution on work, employment and labour underutilization to facilitate integration of labour statistics with other domains and to respond to emerging social and economic information needs (labour market dynamic, job creation, household livelihoods, wellbeing, beyond GDP indicates).

This resolution on statistics of work, employment and labour underutilization aims to set new standards for work statistics to guide countries in updating and integrating their existing statistical programmes in the field. It defines statistical concept of work for reference purposes and provides operational concepts, definitions and guidelines for forms of work, labour force status and measures of labour underutilization.

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1 This paper is based on the ILO document on Resolution on Statistics on Work, Employment and Labour Underutilization (19th ICLS) and the author’s paper entitled Implementing the Resolution on Statistics on Work, Employment and Labour Underutilization: Role of Time Use Statistics, CFDA, 2015

2 According to United Systems of National Accounts (UNSNA), SNA and non-SNA are economic activities and the demarcation of economic activities between SNA and non-SNA is an arbitrary decision (UN 2008).
1. New Definition of Work and New Forms of Work

“Work” is defined under this resolution as “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”. This definition is consistent with the concept of General Production Boundary under the systems of National Accounts. This definition excludes those activities that do not satisfy the third person criterion (non-delegable activities) and activities that do not produce goods or services, such as, begging, theft etc. There are five distinguished forms of work:

- Own use production work, i.e. activities to produce goods and services for own final use by households,
- Employment work, i.e. activities to produce goods and services for pay or profit or for exchange/barter,
- Unpaid trainee work, i.e. activities to produce goods and services for others performed without pay in order to acquire workplace experience on skills,
- Volunteer work, i.e. non-compulsory activities performed without pay to produce goods and services for others and,
- Other work activities, i.e. compulsory activities performed without pay to produce goods and services for others.

An important achievement for women is category one. It recognizes subsistence work, which is largely performed by women and unpaid domestic services, which is also mainly performed by women in a country like India.

The chart below shows how the new conceptual framework is compatible with the System of National Accounts 2008. Own-use production of goods, employment, unpaid trainee work, a part of voluntary 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 remaining part of voluntary work fall in the general production boundary but outside the production boundary.
The different categories of work can be described as follows:

**Employment:** Persons in employment are defined as all those of working age who, during a short reference period (generally a week or 7 days), were engaged in any activity to produce goods or provide services for pay or profit. They comprise of employed persons “at work”, i.e. who worked in a job for at least one hour during the reference period, and employed persons “not at work” due to temporary absence from a job, or to working-time arrangements (such as shift work, flexi time and compensatory leave for overtime). “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.

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 absence³. Employed persons include persons who work for pay or profit, which will also include

The persons included in employment will include persons who work for pay or profit as well as workers on paid programmes for training or skills; apprentices, interns or trainees who work for pay in cash or in kind; persons who work for pay or profit through employment promotion programmes; persons who work in their own economic units to produce goods intended mainly for sale or barter; and persons with seasonal jobs during the off season if they continue to perform some tasks and duties of the job.

Women’s presence is limited in “employment” particularly in countries of the global south. This is because significant number of women is in subsistence work and in unpaid domestic services including unpaid care work. This also reflects clearly the inferior status of women in the labour market.

**Own use production work:** Own use production work refers to work that produces goods and work that provides services for own final use by households. These workers 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”. An activity here is recognized as own production work if the total time spent on it is at least one hour during the reference period.

While own use production work that produces goods is included within 2008 production boundary (i.e. in national accounts), production of services for own use is not. Production of goods covers producing and/or processing for storage agricultural, fishing, hunting and gathering products; collecting and/or processing for storage mining and forestry products, including firewood and other fuels; fetching water from natural and other sources; manufacturing household goods (such

³ In such cases “job attachment” is established on the basis of (1) the reason of the absence and in the case of certain reasons, the continued receipt of remuneration (2) the reasons for absence that are by their nature usually of short duration, and where “job attachment” is maintained, and (3) 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.
as furniture, textiles, clothing, footwear, pottery or other durables, including boats and canoes) and building, or effecting major repairs to, one’s own dwelling, farm buildings, etc.

Own use production of services, which is outside the 2008 SNA production boundary but inside the General production boundary, covers unpaid household upkeep and unpaid care, mainly performed by women. Household upkeep includes (1) household accounting and management, shopping for own household and providing transportation services to own household, (2) preparing and/or serving meals, household waste disposal and recycling, and (3) cleaning, decorating and maintaining one’s own dwelling or premises, durables and others goods, and gardening; and childcare and instruction, transporting and caring for elderly, dependent or other household members and domestic animals or pets, etc. Household unpaid care includes care of the child, old, sick and disabled of the household.

Subsistence foodstuff production is an important component of own household production of goods. It includes production of goods from agriculture, fishing, hunting or gathering that contribute to the livelihood of the household or family. Women in the countries of the global south are predominantly engaged in these activities. However it excludes work performed for recreational or leisure purpose (for example, fishing as a hobby). 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.

**Unpaid Trainee Work**

Unpaid trainee work is work that Produces Goods and Services for others without pay to acquire work place experience on skills. Persons in unpaid trainee work are is 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. An activity here is recognized as unpaid trainee work if the total time spent on it is at least one hour during the reference period. Nevertheless, these workers may receive some form of support, such as education stipends or grants, or occasional in cash or in kind support (for example, a meal, drinks).

Unpaid trainee work includes persons in (1) traineeships, apprenticeships, internships or other types of programmes, when their engagement in the production process of the economic unit is unpaid; and (2) in unpaid skills training or retraining schemes within employment promotion programmes, when engaged in the production process of the economic unit. Unpaid workers learning skills in traditional trades and industries under household businesses can also be treated as unpaid trainees.

**Voluntary Work**

Voluntary work is performed for production of Goods and Services without Pay or Profit. 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. An activity is recognized as voluntary work if the total time spent on it is at least one hour in the short reference period. Volunteer workers may receive some small form of support, such as education stipends or grants, or occasional in cash or in kind support (for example, meals, transportation, symbolic gifts).
“Unpaid” is interpreted as the absence of remuneration in cash or in kind for work done or hours worked. Production “for others” refers to work performed 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, and (2) for households other than the household of the volunteer worker or related family members (i.e. direct volunteering).

Organization-based voluntary work and production of goods for household-based voluntary work are included in the production boundary, to be counted in national income accounts, while production of services for household based voluntary work is excluded from the production boundary. Time use surveys have shown that the persons spending time on voluntary services in developing countries are not many, as compared to those in developed countries. This, as observed by experts, is due to the fact that help extended to neighbours and friends in developing countries is usually not reported as voluntary services.

2. New labour force status classification

Another important contribution of the Resolution is a new labour force status classification. This new classification refers to “working age population”.

In principle, the national system of work statistics will cover activities of the population in all age groups. To serve the different policy concerns, however separate statistics are needed for the working – age population and for others (children) in productive activities. To determine working – age population, the lower age limit should be set in the national laws or regulations or the age of compulsory schooling. There is no need to set up upper age limit to permit comprehensive coverage to work activities of adult population and to examine transition between employment and retirement.

The resolution presents labour force status for the working age population in mutually exclusive and exhaustive categories of work status. These categories are persons in employment, persons in unemployment and persons outside labour force. as follow:

**Persons in Employment:** We have already discussed “persons in employment” above.

**Persons in Unemployment:** The second category, “persons in unemployment” are defined as all those of working age who were not employed, carried out activities to seek employment during a specified recent period and were currently available to take up employment given a job opportunity. Not in employment is assessed with respect to the short reference period (of for example one week) for the measurement of employment. To “seek employment” refers to any activity during a specified recent period of the last four weeks or one month, for the purpose of finding job, setting up business, or agricultural undertaking – including part-time job, informal, temporary, seasonal or casual employment. Availability is assessed during the reference period for not in employment, plus the following two weeks.
Examples of such activities are arranging for financial resources, applying for permits, license; looking for land, premises, machinery, supplies, farming inputs; seeking the assistance of friends, relatives or other types of intermediaries; applying to employers directly, checking at worksites, farms, factory gates, markets or other assembly places etc. Included in “unemployment” are

- Future starters defined as persons “not in employment” and “currently available” who did not “seek employment”, because they had already made arrangements to start a job within a short subsequent period (generally not greater that three months),
- Participants in skills training or retaining schemes within employment promotion programmes, who are “not in employment”, not “currently available” and did not “seek employment” because they had a job offer to start,
- 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.

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

Persons outside the labour force: persons outside labour force are those of working age population who are neither employed nor in unemployment in the short reference period. They also include a specific group identified as the potential labour force, i.e. persons outside the labour force and seeking employment but not “currently available” (i.e. unavailable job seekers) and not seeking employment but wanted employment and were currently available (i.e. available potential job seekers).

The resolution has defined the term “potential labour force” precisely and described its scope in details. 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 (1) 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 (2) did not carry out activities to “seek employment”, but wanted employment and were “currently available” (i.e. available potential jobseekers). The latter includes persons identified as discouraged jobseekers, i.e. those whose reasons for not seeking job are labour market related reasons (past failure to find a suitable job, lack of experience, skills matching, lack of jobs in the area, etc.).

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-jobseeker, defined as persons “not in employment” who wanted employment but did not “seek employment” and were not currently available.” In order to identify the two categories of the potential labour force as well as the willing non-jobseekers, questions on activities to “seek
employment” and current availability should be asked of all persons “not in employment” in the short reference period. The question to determine whether persons wanted employment should only be asked to those who did not carry out activities to “seek employment”. The term “extended labour force” can be defined by the sum of the labour force plus the potential labour force.

It needs to be added that the sum of the persons in the first two categories constitutes labour force, and the rest are outside the labour force. It is laid down that in categorization priority is to be given to employment over the two other categories and to unemployment over the outside labour force.

This new labour force status classification is important to women in several ways. To start with, there are likely to be many women who are willing to work, but do not look for employment, because there is no work available (for them) in the labour market. Again, more women than men look for part-time job, informal job, temporary or seasonal job or casual employment. Availability is assessed during the reference period for not in employment, plus the following two weeks.

Also, the term “potential labour force” is likely to be more relevant to women than to men. That is, both the categories of potential labour force, (1) persons outside the labour force and seeking employment but not “currently available” (i.e. unavailable job seekers) and (2) not seeking employment but wanted employment and were currently available (i.e. available potential job seekers) are more applicable to women than to men. Once again, the category of potential labour force is more applicable to women than to men. This is because frequently women have constraints that prevent them from entering the labour market or they are discouraged workers as not enough jobs are available to them.

3. Labour Underutilization

This Resolution has introduced the concept of labour underutilization for the first time in the ILO classification.

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 (1) 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, (2) unemployment, reflecting an active job search by persons not in employment who are available for this form of work, and (3) potential labour force, i.e. persons not in employment but who are willing to work under specific conditions.

Once again, this concept is very relevant to the global south where significant number of workers do not get full time employment.

For more comprehensive assessment of labour underutilization one can use other indicators, such as (1) work in the informal economy, especially informal sector employment and informal employment, according to the relevant international statistical standards, (2) activities to “seek employment” by persons in employment, indicating pressure on the labour market, (3) inadequate
employment situations due to skills, income or excessive working time, according to the relevant international statistical standards, (4) slack work among the self-employed and (5) gross labour market flows between labour force statuses and within employment

**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 (1) 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, (2) “additional hours” may be hours in the same job, in an additional job(s) or in a replacement job(s), (3) the “hours threshold” is based on the boundary between full-time and part-time employment, on the median or mode values of the hours usually worked of all persons in employment, or on working time norms as specific in relevant legislation or national practice, and set for specific worker groups, and (4) “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.

Depending on the working time concept applied, among persons in 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:

- persons whose hours usually and actually worked were below the “hours threshold”;
- persons whose hours usually worked were below the “hours threshold” but whose hours actually worked were above the threshold;
- 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 season).

Labour underutilization refers to mismatches between labour supply and demand, which translates into an unmet need for employment among the population. The composite Measures of Labour Underutilization are of four Categories LU1, U2, LU3 and LU4 as mentioned in the footnote.

\[ LU1 = \text{Unemployment rate} \]
\[ LU2 = \text{Combined rate of time related underemployment and unemployment} \]
\[ LU3 = \text{Combined rate of unemployment and potential labour force} \]
\[ LU4 = \text{Composite measure of labour underutilization} \]

\[ \text{LU1} = \frac{\text{Persons in Unemployment}}{\text{Labour Force}} \times 100 \]
\[ \text{LU2} = \frac{\text{persons in time related underemployment + persons in unemployment}}{\text{Labour force}} \times 100 \]
\[ \text{LU3} = \frac{\text{Persons in unemployment + Potential labour force}}{\text{Extended labour force}} \times 100 \]
\[ \text{LU4} = \frac{\text{Persons in time related underemployed + persons unemployed + potential labour force}}{\text{Extended labour force}} \times 100 \]
Practical Implications of New Standards

There are several implications of these new standards under the Resolution: The first implication will be to investigate all forms of work so as (a) to identify all forms of work for all persons of the working age, and (b) to measure working hours in all forms.

The Resolution has contributed significantly to recognition to women’s work, which was mostly invisible in data and policies so far. Women’s unpaid domestic services now get visibility in national statistical systems as well as in national policy making. This is likely to give a big push to women’s movement for gender equality and women’s empowerment. It is will also give a push to research in women’s issues in the larger economy.

In fact, the Resolution can prove to be game changer for women.

Data for Implementing the Resolution

According to this resolution, each country should aim to develop in its national data system, work statistics keeping in mind its various uses: (1) comprehensive measurement of participation in all forms of work in order to estimate volume of work or labour input for national production accounts, including “satellite accounts”, and contribution of all forms of work to economic development, to household livelihoods and to the wellbeing of individuals and society, (2) 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 (3) monitor labour markets and labour underutilization including unemployment for economic and social policies and programmes related to employment generation, skill development, income generation and decent work policies.

A national data collection strategy should be established that allows different sets of statistics to be reported as relevant on:

- A sub-annual or short term surveys will collect data on main aggregates of employment, the labour force, labour underutilization, including unemployment, and subsistence food stuff, producers, in order to monitor short term trends and seasonal variations (i.e. high and low season, quarterly). These surveys are meant to throw light on seasonal and other temporal variations in work activity patterns. This can be achieved by (a) population registers that record individual data or by household surveys with panel samples or sub samples will permit the assessment of the current or long term situations of both individuals and the economy or / and (b) one time survey with a naturally representative sample spread over the duration of the long observation period will permit assessment at the level of the economy.

- 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.
• a less frequent basis, depending on national circumstances, for the purpose of in-depth analysis, benchmarking and comprehensive macro-socio-economic estimates, statistics on:
  - participation and working time own use production work, unpaid trainee work and volunteer work
  - 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.

Labour Force Survey, the main Source of Data

As stated in the Resolution, labour force surveys will be the main source of data for implementing the Resolution; however this survey will have to be modified significantly.

Though we are not focusing on discussing the changes needed in labour force surveys in this paper; it will be pertinent to discuss the required characteristics of labour force surveys if time use surveys have to complement the labour force survey for the purpose of implementation of the resolution. A national labour force survey will provide the following information:

• Labour force surveys will have to provide data on employment, unemployment, labour underutilization (whether the person wants to take additional work, etc.) and potential labour force (by asking probing question)

• Labour force surveys will collect data on all forms of work, i.e. own use production of goods, own use production of services, voluntary work within SNA, voluntary work outside the production boundary and unpaid trainee work. Some minimum information will have to be collected for each of these works by adding a well designed set of questions.

• The resolution needs some data, as mentioned in the resolution for monitoring the labour market. Labour force surveys are therefore expected to collect these data:
  - To monitor period of unemployment, LFS should collect data on period of unemployment to identify long term unemployment (12 months and more) and short term unemployment (6 months and more).
  - For person excluded from employment, it will be useful to collect data on total duration of absence from work, reasons for absence, benefits received and persons on indefinite lay-off who have no assurance to return to employment within the same economic unit.
  - To monitor working conditions and the relationship between the different forms of work, poverty and livelihoods, countries will compute on a regular basis indicators relating to decent work and quality of employment.

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5 This information may include participation in work, nature of work, terms of work, money received if any, for whom it is done etc
For own use production of goods, it will be necessary to collect data on amount of goods, value of production consume or retained by households, the amount/value of the production sold or bartered and the expenses related to this production.

For unpaid trainee work, information will have to be collected on characteristics and conditions of work of persons in unpaid trainee work including industry, occupation, working time, programme type and length, contract characteristics and coverage, participation fees if changed and nature of certification.

For voluntary work, information will be collected on nature of work, working time, activity, industry, occupation and type of unit for which voluntary work is done.

The labour force survey is expected to use short add-on modules or supplements for own use production work, unpaid trainee work and voluntary work -if required for a sub sample of the respondents, keeping in mind respondent burdens as well as survey quality including sampling and non-sampling errors. In addition, specialized household surveys will be needed on specific subjects like education and training, volunteering, child labour, migration etc. and time use. Of these, time use surveys will be an important survey.

The other sources of data required for implementing the resolution will be (1) administrative records, (2) population census and economic censuses, (3) establishment surveys and mixed surveys.

**Role of Time Use Statistics**

Time use surveys provide comprehensive and detailed information on how individuals spend their time on different activities, on a daily or weekly basis. These activities include all activities that fall within the Production Boundary of the System of National Accounts, activities that fall outside the Production Boundary but within the General Production Boundary and Personal Activities that are personal and non-delegable activities. Time use statistics are thus quantitative summaries of time allocation by men and women on different activities. These surveys thus can help in multiple ways in implementing some parts of the Resolution.

Time use statistics are likely to improve the existing estimates of some categories of work and provide fresh estimates of the rest of the categories of work.

**Employment:** It is frequently argued that labour force surveys tend to underestimate employment, particularly of women and workers in the informal sector (Hirway 2002, Saha 2003, Charmes 2004, Hirway and Charmes 2006, Jain 2008 and Ironmonger 2008). Informal employment is highly heterogeneous in terms of technology, productivity, wages or remuneration, location of work and terms of work. It is frequently scattered and intermittent, seasonal or temporary and unstable, with the result that the workers employed in this sector are not captured easily by labour force surveys for several reasons: firstly, frequently, women are not able to separate their household work and work in the labour market, and therefore report themselves as housewives and thus under-report their labour market work; secondly, the intermittent, scattered and unstable informal work is frequently missed out by labour force surveys.

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6 For example, cooking for home and cooking for hired workers or helping husband in family business
surveys; and thirdly there are biases on the part of investigators also who tend to report women as housewives. A number of countries have modified labour force surveys or used establishment surveys to measure informal sector/informal workers. It is argued that a well-designed household survey can capture small/tiny enterprises or single person enterprises, such as gardeners, watchman, domestic maid servants etc and a well-designed enterprise survey can capture the other details of these tiny enterprises. It is also argued that well designed probing questions under a household survey may help in getting the right response from household members (unpaid family workers) regarding their economic activities. However, an establishment survey is likely to miss out certain categories of single person own account enterprises and such workers can be netted mainly through a household survey. There is thus a need to link the worker approach and the enterprise approach to measure the informal economy adequately. Establishment cum household surveys or mixed surveys is therefore used frequently for capturing informal workforce. In fact, this is a major approach adopted by countries like India, Brazil and Mexico. A comprehensive review by Charmes (2004) of all such surveys show that these surveys have not been able to provide reliable data on workforce in developing countries, mainly because these surveys have not been able to identify work/workers by distinguishing it from household work; they have not been very effective in reducing biases on the part of respondents (women) and interviewers; and they have not been able to capture adequately the sporadic, scattered and short term informal work.

Labour force surveys are also not equipped to collect information on multiple jobs performed by workers, scattered nature of their job or flexible work-time arrangements. Time use surveys are equipped to cover all employment activities as well as characteristics of employment. Our study in India has shown that time use surveys are able to overcome these problems and provided improved estimate as well as additional information on the workforce/labour force in an economy (Hirway and Jose 2011).

**Own Use Production of Goods:** The case of own use production of goods (subsistence production) is somewhat different. Though almost no labour force survey has collected this information on this work, some labour force surveys have attempted to collect information on a few subsistence activities (in addition to agricultural production), such as collecting fuel wood, fetching water. However this is not observed in all labour force surveys. Also, in order to assess the drudgery of this work it is necessary to collect data on the time spent on this work. As OECD in Non-observed economy has suggested, time use survey is best suited to collect information on subsistence work. As seen in the case of other work, time use statistics provide information on the scattered nature of this work and time spent on this work.

For purpose of monitoring conditions of labour market performance as related to insufficient access to markets or to other factors of productions, statistics of this group should be identified and reported separately to serve policy needs.

**Own Use Production of Services:** Once again labour force surveys are not equipped (and do not even aim) to collect information on production of own use services, as it is supposed to be outside the purview of labour force surveys. Own use production of services can be divided into (1) household upkeep including cleaning, sweeping, caring for textiles, decorating and

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7 Frequently women as well as investigators perceive themselves as housewives rather than workers in the labour market
8 This is firstly because labour force surveys cannot capture this work and only time use surveys, which are able to capture this work, and secondly because the time spent on these activities reflects the real effort gone into performing these.
maintaining own dwellings as well as household management, shopping for the household etc, (2) care of children-physical and non-physical care and (3) care of the old, sick, disabled and other dependents in the household.

The only survey technique available to us at present to collect data on these services, at least until recently is time use surveys. Time use surveys provide comprehensive information on participation and time spent by participants on each of these activities.

However, time use surveys do not collect statistics on quantity of goods produced and the value of these goods. This requires that specific questions are added to the survey.

**Unpaid Trainee Work:** As seen earlier, unpaid trainee work refers to activities to produce goods and services for others performed (performed by persons in the working age) without pay in order to acquire work place experience and skills. Labour force surveys can collect these data, as they collect information on all members of the selected households. As suggested in the Resolution, a special module or a set of questions can be added to LFS to collect this information.

However, for additional information, such as which time of the day training is given (it could be on week-ends, mornings or evenings), working time of training schedules and duration of training, one has to depend on time use surveys.

**Voluntary work:** As seen earlier, voluntary work is work (performed by persons in the working age) for production of goods and services without pay or profit, performed for at least one hour during a short reference period. Voluntary work that produces goods and provides services for market and non-market units as well as voluntary production of goods in households is included within the production boundary. However voluntary services in households are excluded from the production boundary (but included in the general production boundary).

As mentioned earlier, labour force surveys should provide information on whether a person is involved in voluntary work, type of voluntary work (whether it is within SNA or outside SNA boundary), nature of work or characteristics of voluntary work (Labour force survey can add a set of questions on this). Time use survey will provide data on the time spent on this work, the distribution of the service time, and add some information on the work through context variables like for whom, with whom, location etc. Also voluntary production of goods, like subsistence production of goods can best be captured by a set of specific questions.

**Labour Underutilization**

Labour underutilization essentially refers to mismatches between labour supply and demand, which translate into an unmet need for employment among the population. Measures of labour underutilization include,

- 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,
- Unemployment, reflecting an active job search by persons not in employment who are available for this form of work, and
• 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: (a) carried out 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 job seekers (or), (b) did not carry out activities to seek employment but wanted employment and were “currently available”, i.e. available potential job seekers.

The main source of data for time-related under-utilization will be labour force surveys supplemented by time use surveys. It includes all those who, during a short reference period wanted to work additional hours, whose working time in all jobs is less than a specified hour’s threshold, and who are unable to work additional hours if opportunity is available. The threshold hours depends on the norms/laws of the country.

Persons in time related underemployment include people who: (i) worked less than a threshold per week, (ii) were looking to work for additional hours, and (iii) were available to work additional hours. Such persons could also be those who usually work below the threshold but actually worked above the threshold during a short reference period or those “not at work” but who worked below the threshold due to reasons like lay off, slack work or low off season work. All this information can be collected through a well-designed time use survey.

Information on persons in unemployment and potential labour force can be collected through a well-designed labour force survey; however time-related underemployment requires time use data to estimate how many persons are underemployed in all the categories mentioned above and whether they want more employment. Underemployment can be measured by estimating how many hours are they working, during what time; and how much more work do they want, during what period etc. Time use data can provide this information.

As regards estimating unemployment and potential labour force, it will be useful if information on how much employment they want and during what period are collected through a time use survey. For example, women may want work in the afternoon and only for a few hours.

Implementation of the ILO Resolution in India

Government of India has not been able to initiate the process of implementation of the Resolution in India so far. It is however considering seriously doing so. The government conducted the first time use survey in 1998-99. Though the survey was pilot survey, it covered six major states in India that represented the major regions of the country. The survey was successful in the sense that it produced quality time use statistics, which were used by researchers in India and abroad. After about 20 years of the first time use survey, a second time use survey is being conducted at present. This time use survey covers the entire country. However the second survey is not designed keeping in mind the implementation of the ILO Resolution.

While summing up this paper, we would like highlight two points: First, the ILO Resolution on Statistics on Work, Employment and Labour Underutilization (19th ICLS) can make women’s paid and unpaid work visible, and this reveals completely the all forms of work performed by women (and men) in agriculture and in informal employment. And the second, this can enable policy makers to formulate policies for the development of women as well as for addressing highly unequal burden of total work of women and men.
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