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A SYSTEM OF DEMOGRAPHIC, MANPOWER AND SOCIAL STATISTICS

MANPOWER STATISTICS

Document prepared by the International Labour Office

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## Introduction

1. This document has been drawn up following a suggestion made in September 1971 by the Working Group on International Statistical Programmes and Co-ordination that the agenda of the seventeenth session of the Statistical Commission should include a specific item on manpower statistics. 1/
2. During recent years manpower statistics have grown in importance because of the role they play in national planning and, in particular, the elaboration of employment policies designed to promote economic development through the rational utilization of human resources. Furthermore, they will be essential not only for reviewing closely the progress made in attaining the objectives of the Second Development Decade and the World Employment Programme, but also for the possible revision of those objectives.
3. Manpower statistics are considered in their widest sense: they comprise data on the working population, employment, unemployment, underemployment and the under-utilization of manpower resources, and also labour force projections. The purpose of these statistics is to provide information on each economic and social group's size and structure (by age, sex, economic activity, occupation, employment status and skill). They should also make it possible to follow the development, in both the long and the short term, of the main categories and to conduct a variety of analyses of changes occurring in the structure of the working population.
4. This report contains a short outline of the development of manpower statistics over a period of time, a review of existing international standards, a brief analysis of new requirements in manpower statistics and an indication of how those statistics might be increased within the general framework of social statistics.

### I. SCOPE AND NATURE OF THE EARLIEST MANPOWER STATISTICS

5. The first information relating to the labour force was obtained during population censuses: in 1820 in the United States, in 1841 in the United Kingdom, in 1851 in France, in 1870 in Sweden, etc. Industrial censuses such as that carried out in Belgium in 1846 also furnished quantitative information relating to industrial workers. The number of countries gathering information on the working population by means of censuses rapidly increased at the beginning of the twentieth century, particularly in Europe.
6. Rapid progress in industrialization towards the end of the nineteenth and the beginning of the twentieth centuries indirectly gave rise to the first regular manpower statistics and more specially those on unemployment. The earliest ones

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1/ See document E/CN.3/419, paragraph 52.

were compiled by trade unions in order to calculate how many of their members were temporarily unemployed. In some countries, the statistics were calculated on the basis of unemployment funds paid out or State assistance granted to the unemployed. In 1914, about a dozen countries had regular unemployment statistics; however, the scope of those statistics was limited, since the data were often based on doubtful estimates and were neither nationally representative, since they rarely covered the majority of unionized workers, nor internationally comparable, since the relative importance of various industrial groups varied a great deal from one country to another. 2/

7. During the 1920s, although a few countries such as Canada, the United States and the United Kingdom had begun methodically gathering data on manpower movements in certain important industries, employment statistics made only slow progress: in 1924, when the International Labour Office began publishing statistics, it was able to issue only four series on employment and 19 on unemployment.

8. The need for better employment and unemployment statistics became obvious at the time of the 1929 crisis. The focus of interest even passed from unemployment to employment, which began to be considered as an essential objective for rational economic planning. This change was reflected in a large increase in the number of countries compiling employment statistics and a broadening of the scope of such statistics: on the eve of the Second World War, the International Labour Office published series on employment and unemployment for more than 30 countries.

9. The data referred usually to industrial workers. Employment statistics derived for the most part from figures provided on a regular basis by a number of firms, generally very small ones (for example, 10 employees), and only rarely gave an indication of absolute employment figures at a given date. Some countries calculated their employment statistics from unemployment or sickness insurance figures, and thus obtained a relatively accurate picture of the fluctuations in the number of persons actually employed in the economic sectors concerned.

10. Unemployment statistics were derived in the large majority of cases from data collected by employment exchanges, although in some countries statistics compiled by trade unions were still published. Other countries used unemployment funds as the source of their unemployment statistics, and a small number of countries made official estimates. However, differences in scope, compilation methods and definitions prevented any valid international comparison, and the figures were mostly well below actual levels.

11. On the eve of the Second World War, the majority of European countries and all the industrialized countries of the other continents had regular statistics on employment and unemployment, but those statistics were often imperfect and, in most cases, incomplete. Data on employment covered agriculture only in five

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2/ For further details, see: "Statistics of Unemployment among Workers' Organizations", International Labour Review, vol. I (1921), pp. 115-120.

countries, the series often referred only to manual workers, and none of those countries had current data on the activities of workers on own account or unpaid family workers. About a dozen developing countries had obtained information on the working population based on population censuses carried out during the 1930s, but regular manpower statistics were almost non-existent.

## II. EVOLUTION OF MANPOWER STATISTICS SINCE 1945

12. Since the end of the Second World War, employment and unemployment statistics have developed considerably. The greatest progress has been made in the developing countries in Africa, Latin America and Asia, many of which obtained information on the labour force for the first time in population censuses taken in 1950 or thereabouts.

13. This progress in the field of statistics has been mainly reflected in a constant increase in the number of countries compiling regular series on employment and unemployment. The number of countries and territories for which it has been possible to publish data on employment and unemployment in the ILO Year Book of Labour Statistics more than doubled between 1949 and 1971.

14. Together with the increase in the number of series, the quality of the data published has considerably improved. In 1950, only about a dozen countries had complete annual data on the general level of employment (covering all economic activities), whereas in 1970 there were more than 50, and the number of countries which possessed information on the evolution of the labour force as a whole by major economic sector had quadrupled. In 1950, about 30 countries published periodical data on employment in manufacturing industries, but a third of them covered only manual workers. Twenty years later, 76 countries had such statistics, and all but five covered office and manual workers.

15. The general improvement in the quality of manpower statistics is the result of efforts at the national and international level to improve methods of compiling series, to refine techniques, create new ones or adapt them to different national conditions, or to consolidate the concepts used and clarify definitions.

16. The improvement in manpower statistics is largely due to the fact that the information gathered on the activities of the persons covered in censuses carried out since the 1950s was fuller and more precise, and that since that time more and more censuses have adopted the labour force concept in addition to or instead of the gainful worker concept.

17. The labour force concept evolved from the labour force sample surveys, which began in the United States, and made possible considerable progress in manpower statistics. About 50 countries, including more than 30 developing countries, have in recent years carried out labour force sample surveys, and those surveys have made a significant contribution to improving knowledge about the size and structure of the labour force, especially in countries where reliable statistics on employment and unemployment obtained from other sources were scarce or non-existent.

18. The main reason for the introduction of labour force sample surveys was the need for better information on the numbers and main characteristics of unemployed persons, since the information supplied by employment exchanges or trade unions was highly inadequate and misleading. Labour force sample surveys, by covering a representative sample of the entire population, provided a good indication of the number of persons who were unemployed and seeking work, without restricting the figures to unemployed persons who were registered as applicants for relief or as seeking work. Since the information thus obtained on the activity of a given country's population was complete, it was also possible to determine the level of employment and its evolution outside large industrial establishments, as in the case of agricultural workers, craftsmen, own-account workers, etc. This group of categories, which are not covered by the statistics provided by establishments, comprise the vast majority of workers in most developing countries. Other sample surveys have proved useful in analysing underemployment, although here it seems necessary to analyse further the concept itself before reliable conclusions can be drawn.

19. Awareness of the accelerating growth of the world population and its particular implications for employment led a large number of countries and the International Labour Office to carry out a good deal of research in the field of labour force projections during the last decade. In 1966, the International Labour Office prepared a preliminary document containing estimates and projections of the labour force throughout the world and for 23 regions for the period 1950-2000. That work has been continued and extended, and has led to the publication of detailed estimates, standardized with regard to scope and reference period for all regions and all countries, concerning the working population by sex and by age group for 1950, 1955 and 1960, and labour force projections compiled on the same basis for 1965, 1970, 1975, 1980 and 1985. 3/

### III. INTERNATIONAL STANDARDS RELATING TO MANPOWER STATISTICS

20. The international standards at present in force for compiling manpower, employment, unemployment and underemployment statistics were drawn up by the eighth and eleventh International Conferences of Labour Statisticians in 1954 and 1966, 4/ but are the culmination of work undertaken by the International Labour Office since 1919. The standardization activities of the International Labour Office in this field began in 1919 with the adoption by the first International Labour Conference of a resolution inviting the Governing Body to form an international commission empowered to formulate recommendations upon the best methods for collecting and publishing information on unemployment in such form and for such periods of time as may be internationally comparable.

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3/ See Labour Force Projections 1965-1985, parts I to V; part VI, which is in the course of preparation, will contain a detailed description of the methods used in the work.

4/ The texts of the resolution concerning statistics of the labour force, employment and unemployment and the resolution concerning measurement and analysis of underemployment and under-utilization of manpower are reproduced in annex I.

That Commission drew up the first draft definition of involuntary unemployment <sup>5/</sup> which was submitted to Governments.

21. In April 1925, the Second International Conference of Labour Statisticians considered ways of improving unemployment statistics and adopted a resolution establishing the first international standards in this field.

22. In order to improve the international comparability of data relating to the working population obtained from censuses, the League of Nations Committee of Statistical Experts considered in 1938 the methods used in various countries and drew up, inter alia, a definition of the gainfully-occupied population. <sup>6/</sup>

23. Following the Second World War, in view of the importance which several countries attached to employment and unemployment statistics and the more extensive use of manpower sample surveys, the Sixth International Conference of Labour Statisticians considered in August 1947 methods of obtaining an ever-all picture of the volume of, and fluctuations in the labour force and its constituent elements, and adopted a resolution laying down international standards relating to the corresponding statistics. In addition to specific guidelines concerning sources, classification and compilation methods, the resolution contained very detailed definitions of the various categories of manpower based on the criterion of the work performed by each individual at a given time. Specifically, it introduced into existing standards the new "labour force" concept, abandoning the less precise "gainful worker" concept.

24. In 1954, the Eighth International Conference of Labour Statisticians undertook a revision of the 1947 standards to clarify their presentation and eliminate a few imperfections which had become apparent when they were applied by a number of countries. The new standards include definitions of the labour force, employment and unemployment. In addition, they indicate the classifications to be used in presenting statistics based on occupation, status, branch of economic activity, duration of unemployment, etc. They also specify the types and periodicity of data on the labour force and its constituent elements. <sup>7/</sup>

25. The problems of measuring under-employment were studied for the first time in 1957 by the Ninth International Conference of Labour Statisticians, which adopted a resolution containing specific recommendations relating to visible underemployment. The Eleventh Conference, which met in 1966, reviewed the various aspects of underemployment in the light of experience at the national

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<sup>5/</sup> Involuntary unemployment was defined as "the condition of a worker who is both able and willing to work but is unable to find employment suited to his qualifications and reasonable expectations".

<sup>6/</sup> See League of Nations: Statistics of the gainfully-occupied population definitions and classifications recommended by the Committee of Statistical Experts, Studies and Reports on Statistical Methods, No. 1 (1938, II.A.12) (Geneva, 1938).

<sup>7/</sup> For details, see annex I.

and international level, and adopted new international standards on the subject. These new standards indicate the general aims of measurement and analysis of underemployment, give definitions of visible underemployment and invisible (disguised and potential) underemployment, and contain detailed recommendations on elements and methods of measurement and analysis for the various kinds of underemployment. 8/

26. These various international standards, like all those adopted by the International Conferences of Labour Statisticians, are not binding. Nevertheless, they have often encouraged countries to broaden their manpower statistics programmes and to alter and improve the definitions used, and often serve as a model and an ideal for developing countries.

#### IV. ROLE OF MANPOWER STATISTICS IN THE NEXT DECADE

27. The development of manpower statistics during the next decade will be in large part determined by the International Development Strategy for the Second United Nations Development Decade and by the World Employment Programme, and will have to take fully into account the growing co-ordination and integration of social statistics within the framework of the United Nations integrated system of demographic, manpower and social statistics.

28. General Assembly resolution 2626 (XXV) of 24 October 1970 concerning the International Development Strategy for the Second United Nations Development Decade declares, among the goals and objectives to be attained by the end of the Decade, that "each developing country should formulate its national employment objectives so as to absorb an increasing proportion of its working population in modern-type activities and to reduce significantly unemployment and underemployment" (paragraph 18 (a)). In addition, the resolution provides for reviews and appraisals carried out at various levels, involving both developing and developed countries, of progress made towards achieving the goals and objectives of the Decade.

29. In addition, in 1969 the International Labour Organisation launched a World Employment Programme which will be one of the main contributions to the International Development Strategy. The objective of the programme is to make productive employment for large numbers of people a major goal of national and international policies for development. In this connexion, it should be noted that in the year 2000, according to estimates, of the International Labour Office, the labour force will consist of about 2,500 million persons (almost double the 1960 figure), two thirds of whom will be in the developing countries.

30. Among the measures envisaged in the General Assembly resolution on the International Development Strategy with regard to human development, it is

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8/ For details, see annex I.

proposed that the developing countries should make vigorous efforts to improve labour force statistics in order to be able to formulate realistic quantitative targets for employment (paragraph 66). In this connexion, the Committee for Development Planning at its eighth session at Geneva (10-21 April 1972) noted in particular:

(a) "As much as possible of the necessary information about income distribution and acute poverty as well as employment and unemployment should be obtained from all existing sources (for example, general censuses, establishment surveys, administrative sources).

(b) "In such an exercise, priority should be given to data throwing light on particular sections of the population, rather than to general inventories.

(c) "In most countries, however, recourse will also be needed to sample surveys of employment, consumption and income. Such surveys should be carried out with care by qualified enumerators, and should be repeated at frequent intervals.

(d) "Sample surveys should be complemented by in-depth studies or monographs covering particular social groups.

(e) "The international community should encourage and help the carrying out of statistical surveys by contributing to their financing or by providing technical assistance.

(f) "The programmes of the United Nations system in this field merit strong reinforcement."

31. The integrated system of demographic, manpower and social statistics at present being set up by the United Nations contains a subsystem on the active and inactive population. Development of this subsystem, one extension of which will be the construction of a series of social indicators in this field, will provide valuable data on manpower statistics relating to the stocks and flows which will be useful for a complete analysis of manpower problems.

32. The development of manpower statistics within the framework of the International Development Strategy, the World Employment Programme and the integrated system of demographic, manpower and social statistics should be accompanied by an examination of the validity of the concepts used and the information gathered so far. For example, doubts were expressed in various quarters as to the applicability to developing countries of existing international standards for manpower statistics. Criticism on this matter related particularly to numerical data and concepts of underemployment, but also concerned the concept and the measurement of unemployment and, as a result, of employment. The International Labour Office has already undertaken research on this question in 1971, including a consultant study on concepts of under-utilization of manpower, published at the end of 1971. In addition, it submitted to the eighth session of the Committee for Development Planning a paper entitled "Measuring the adequacy of employment in developing countries", which contains an analysis of the difficulties raised by the application of the traditional labour force concept in



developing countries, and a number of proposals for a possible new approach to the problem.

#### V. ACTIVITIES PLANNED FOR THE NEXT DECADE

33. The ILO programme in the field of labour statistics has the following objectives:

(a) To provide the statistics and statistical analysis essential to the determination and attainment of the ILO's programme objectives;

(b) To achieve the establishment in Member States of series of labour statistics essential for the preparation, implementation and assessment of economic and social development plans.

Within that framework, the main special objective for the 1972-1973 two-year period will be to develop further statistics of the labour force, employment, unemployment and underemployment. The International Labour Office will continue to compile statistics on the labour force, employment and unemployment and publish them regularly, especially in the Year Book of Labour Statistics and the Bulletin of Labour Statistics. It will also continue to compile information on the methodology of labour statistics and to publish it in the Technical Guide. As far as resources allow, it is planned to set up, for each of the developing countries and on the basis of information already available in those countries, estimates of the total labour force and its distribution by sex, age, industry, occupation, status, skill, region, etc. and to issue them in as uniform a presentation as possible.

34. Continuing work on labour force projections will constitute an important part of the programme of the International Labour Office relating to statistics. Research will relate particularly to the analysis and measurement of factors determining models of participation in the labour force, by sex and by age, in urban and rural areas, and to the elaboration of methods of projection by occupational categories. Population censuses taken in 1970 or thereabouts will be analysed in order to determine the nature of changes which have occurred during the past decade in the composition of the labour force by sex, age, industry, occupation, etc. Data from these censuses, adjusted for comparability with 1960 adjusted data, will provide a basis for the revision of present manpower projections for each country and each region and for their extension to the year 2000.

35. Research into the validity of concepts and methods of measuring employment, unemployment, underemployment and the labour force in developing countries, which was started in 1971, will be continued and extended in order to evolve concepts and measurement methods which are better suited to the situation found in the developing countries. For example, new studies on underemployment, based on an analysis of the total income and working hours of the members of a family group as a whole, rather than a study of the employment situation of each member of the group, could be undertaken in collaboration with countries carrying out labour force sample surveys.

36. Data on manpower which have already been compiled in the developing countries are, with few exceptions, incomplete and inadequate in many respects. The concepts and definitions used are often inadequate, the data are insufficiently detailed, their scope is limited and they are not available at regular intervals, the statistics are not comparable over a period of time, and so forth. Over the last 20 years, the International Labour Office has attempted to give assistance to countries wishing to improve their manpower statistics, by organizing seminars, providing scholarships and executing about 60 projects concerned with the development of those statistics. Those activities will be maintained and, wherever possible, extended. In particular, it is planned to assist the various developing countries to improve manpower statistics derived from population censuses, either by ensuring that the censuses include the questions necessary for collecting information on manpower, as recommended by the United Nations in the Principles and Recommendations for National Population Censuses, or by encouraging them to make full use of existing data on manpower obtained from censuses which have not yet been tabulated.

37. One difficulty encountered by developing countries is that the existing international recommendations are often too detailed and too complex to be applied in countries where skilled personnel and financial resources are in short supply. The International Labour Office will endeavour to set up for their benefit a minimum programme for manpower statistics containing specific indications of which essential basic data should be compiled initially for the construction of a system of manpower statistics which is coherent and may be developed further as resources become available. This minimum programme would also indicate priorities and could be supplemented with methodological proposals on ways to adapt concepts, definitions and techniques to local conditions.

38. The International Labour Office will continue and increase its contribution to the elaboration of the United Nations integrated system of demographic and social statistics, especially with regard to the subsystem of manpower statistics, and will participate in determining and analysing the social indicators which will show the present and future trends of the economic activity of the population of each country.

39. Finally, within the framework of the World Employment Programme, the International Labour Office has recently initiated an important research programme, financed by the United Nations Fund for Population Activities, which will provide a detailed analysis of the effects of population increase on employment and, in particular, determine the factors affecting the level of activity of the labour force, the effects of an increased level of employment on the rate of population increase and the interaction of changes in the rate of population increase, income distribution and the level of employment.

ANNEX I

EXISTING INTERNATIONAL STANDARDS CONCERNING  
THE ESTABLISHMENT OF MANPOWER STATISTICS

- A. Resolution concerning Statistics of the Labour Force, Employment and Unemployment, adopted by the Eighth International Conference of Labour Statisticians (Geneva, November-December 1954)

The Eighth International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met from 23 November to 3 December 1954, to consider, among other subjects, methods of implementation of the resolution of the Sixth International Conference of Labour Statisticians concerning statistics of employment, unemployment and the labour force and a review of definitions,

Recalling resolution V of the Sixth Conference concerning the further consideration of international standards for statistics of employment, unemployment and the labour force,

Recognizing the usefulness of such standards in the provision of technical assistance to countries with less well-developed statistics, and in the provision of guidance to all countries in efforts to obtain international comparability,

Adopts this third day of December 1954 the following resolution in substitution for resolution I of the Sixth Conference:

GENERAL OBJECTIVES

1. Every country should aim to develop a comprehensive system of statistics of the labour force, employment and unemployment, in order to provide an adequate statistical basis for the analysis of economic and social problems of the labour force, of employment and unemployment, and, in particular, for the formulation and application of policies designed to promote economic development.
2. These statistics should be developed in accordance with the specific needs of each country in the light of its social and economic structure and, in so far as possible, in accordance with international standards in order to promote comparability among countries.
3. All member countries should make every effort to supply statistics to the International Labour Office on the basis of these standards.

## DEFINITIONS

### Definition of labour force

4. The civilian labour force consists of all civilians who fulfil the requirements for inclusion among the employed or the unemployed, as defined in paragraphs 6 and 7 below.

5. The total labour force is the sum of the civilian labour force and the armed forces.

### Definition of employment

6. (1) Persons in employment consist of all persons above a specified age in the following categories:

(a) at work; persons who performed some work for pay or profit during a specified brief period, either one week or one day;

(b) with a job but not at work; persons who, having already worked in their present job, were temporarily absent during the specified period because of illness or injury, industrial dispute, vacation or other leave of absence, absence without leave, or temporary disorganization of work due to such reasons as bad weather or mechanical breakdown.

(2) Employers and workers on own account should be included among the employed and may be classified as "at work" or "not at work" on the same basis as other employed persons.

(3) Unpaid family workers currently assisting in the operation of a business or farm are considered as employed if they worked for at least one third of the normal working time during the specified period.

(4) The following categories of persons are not considered as employed:

(a) workers who during the specified period were on temporary or indefinite lay-off without pay;

(b) persons without jobs or businesses or farms who had arranged to start a new job or business or farm at a date subsequent to the period of reference;

(c) unpaid members of the family who worked for less than one third of the normal working time during the specified period in a family business or farm.

### Definition of unemployment

7. (1) Persons in unemployment consist of all persons above a specified age who, on the specified day or for a specified week, were in the following categories:

(a) workers available for employment whose contract of employment had been terminated or temporarily suspended and who were without a job and seeking work for pay or profit;

(b) persons who were available for work (except for minor illness) during the specified period and were seeking work for pay or profit, who were never previously employed or whose most recent status was other than that of employee (i.e. former employers, etc.), or who had been in retirement;

(c) persons without a job and currently available for work who had made arrangements to start a new job at a date subsequent to the specified period;

(d) persons on temporary or indefinite lay-off without pay.

(2) The following categories of persons are not considered to be unemployed:

(a) persons intending to establish their own business or farm, but who had not yet arranged to do so, who were not seeking work for pay or profit;

(b) former unpaid family workers not at work and not seeking work for pay or profit.

#### CLASSIFICATIONS

8. Persons in the labour force should be classified in occupational groups which are convertible into the International Standard Classification of Occupations as adopted by the Seventh International Conference of Labour Statisticians. When a more detailed classification has been adopted by a future International Conference of Labour Statisticians it should be used as the revised standard for the classification of persons in the labour force.

9. Classification of persons in the labour force, the employed and the unemployed (the latter on the basis of their last activity) according to branch of economic activity should adhere to or be convertible into the International Standard Industrial Classification of All Economic Activities.

10. Persons in the labour force, the employed and the unemployed (the latter on the basis of their last activity) when classified by status (as employer, employee, etc.), should be distributed among the following groups, pending the possible modification of these groups by the United Nations or specialized agencies on the basis of the results of the 1950 censuses:

(1) employees;

(2) employers;

(3) persons who work on their own account without employees;

(4) unpaid family workers.

11. (1) The classification used in presenting statistics of unemployment according to duration should permit data to be derived for the following intervals: less than one week, one week or more but less than one month, one month or more but less than three months, three months or more but less than six months, six months or more.

(2) For the purpose of statistics on duration of unemployment, duration means the period from the commencement of the current unemployment status up to the date of the count.

#### SCOPE AND NATURE OF STATISTICS

12. The statistics of the labour force, employment and unemployment developed by each country should cover:

- (1) all branches of economic activity;
- (2) all persons, employed and unemployed;
- (3) all status groups (employers, employees, etc.).

13. Such statistics should provide:

(1) Comprehensive basic data in the fullest possible detail at convenient intervals (hereafter referred to as "benchmark data"), and

(2) Series, not necessarily in the same detail, to show current changes.

#### Benchmark data

14. A population census should be taken at least every 10 years, and should provide detailed statistics of employment, unemployment and the labour force, including data for each sex, classified by:

- (1) status (as employer, employee, etc.);
- (2) branch of economic activity;
- (3) occupational group;
- (4) age group;
- (5) marital status;
- (6) region.

15. Censuses of establishments engaged in agriculture, mining and manufacturing, and, if practicable, in other divisions of economic activity, should be taken in every country at least every 10 years and should provide detailed basic statistics of employment including data for each sex, classified by:

- (1) status (as employer, employee, etc.);
- (2) branch of economic activity;
- (3) region;
- (4) size of establishment (according to number employed);
- (5) form of ownership of establishment (private, public, co-operative, etc.).

#### Labour force data

16. Every country should prepare estimates of the civilian labour force classified by sex and age at least once a year.

#### Employment data

17. The principal series relied upon to show current changes in employment should yield at least the following information:

(1) Once each year, the number of employed persons of each sex, classified by:

- (a) age;
- (b) status (as employer, employee, etc.);
- (c) employment in agriculture and non-agricultural industries.

(2) Once each quarter, the number of employees (wage earners and salaried employees) in non-agricultural industries with separate data for each industry in which as much as 5 per cent of the country's total employment is found.

(3) Separate series should be made available periodically for:

(a) persons included among the employed in a specified period who were not at work, classified by cause of absence from work;

(b) employed persons classified according to the number of hours worked per week.

(4) Where seasonal changes in agricultural employment are substantial, estimates of agricultural employment based on special studies, should be made more frequently than once a year in order to measure the seasonal movement.

(5) Any country which has not established a series on the general level of employment should lay the foundations for such a series by commencing to collect data relating to persons of each sex employed in establishments, beginning with manufacturing industry and extending the collection to other branches of economic activity as resources and facilities become available.

#### Unemployment data

18. Series showing the total numbers of unemployed, analysed by sex, should be prepared at least quarterly.

19. The data used as a basis of unemployment statistics should be analysed at least twice a year to show the numbers of unemployed persons of each sex according to:

- (1) branch of economic activity in which last employed;
- (2) occupational group;
- (3) region;
- (4) age group;
- (5) duration of unemployment.

20. The number of unemployed persons classified by age and sex, as well as by duration of unemployment, should be provided, periodically at least for those regions in which unemployment is particularly severe.

21. The data used as a basis of unemployment statistics should be analysed at least once a year to show the numbers of unemployed persons of each sex who:

- (1) were temporarily laid-off (laid-off with instructions to return to work within 30 days);
- (2) had found paid employment but had not yet started to work;
- (3) were on indefinite lay-off or had no job attachment.

22. Statistics on unemployment do not have the same significance in industrially less developed countries as in other countries, and should not have the same priority in the national statistical programme; however, a country wishing to start collecting data on this question might commence with data relating to the principal urban centres, collected by means of labour force sample surveys or as part of more general sample surveys.



PUBLICATION

23. (1) Statistics of employment, unemployment and the labour force should be issued promptly and made widely available. Final or provisional key totals in current series should be released for publication with the least possible delay and, wherever practicable, within one month of the date to which they refer.

(2) Every publication of statistical data relating to employment, unemployment or the labour force, whether recurring or single-time, should clearly indicate the nature of the data and make reference to any detailed technical descriptions available.

B. Resolution concerning Measurement and Analysis of Underemployment and Under-utilization of Manpower, adopted by the Eleventh International Conference of Labour Statisticians (Geneva, October 1966)

The Eleventh International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 18 to 28 October 1966,

Having reviewed Resolution III adopted by the Ninth International Conference of Labour Statisticians concerning the measurement of underemployment,

Having considered the report of the International Labour Office on the measurement and analysis of underemployment which reviews developments since the Ninth International Conference of Labour Statisticians,

Believing that revised guidelines for the further development of underemployment measurement and analysis would be useful, especially in developing countries,

Adopts, this twenty-sixth day of October 1966, the following resolution in substitution of Resolution III of the Ninth International Conference of Labour Statisticians:

General Objectives

1. The primary object of measurement and analysis of underemployment and other aspects of the under-utilization of manpower is to contribute towards making and appraising short-term and long-term policies and measures, and in particular manpower planning and projections, designed to promote "full, productive and freely chosen" employment as specified in the Convention and Recommendation (No. 122) concerning Employment Policy adopted by the International Labour Conference in 1964.

2. Special attention might be paid to underemployment in economic sectors, in regions and for worker categories particularly affected by underemployment and which constitute acute problems in national conditions. Pertinent examples are peasant farming, especially in developing countries, other smaller establishments,

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economically lagging regions, declining industries, e.g., coal mining in industrialized countries, seasonal work, such as in agriculture or construction, and worker categories particularly vulnerable to discrimination in employment on grounds of sex, age, nationality, race, etc.

3. In developing countries, preliminary information on underemployment could be obtained as a part of household surveys. Resurveys or detailed surveys of underemployment would be necessary when it is desired to make or appraise short-term or long-term programmes for remedying structural underemployment.

## I. UNDEREMPLOYMENT

### Concepts of underemployment

4. Underemployment exists when a person's employment is inadequate, in relation to specified norms or alternative employment, account being taken of his occupational skill (training and working experience). Two principal forms of underemployment may be distinguished: visible and invisible.

5. (1) Visible underemployment is primarily a statistical concept directly measurable by labour force and other surveys, reflecting an insufficiency in the volume of employment. It occurs when a person is in employment of less than normal duration and is seeking, or would accept, additional work.

(2) Invisible underemployment is primarily an analytical concept reflecting a misallocation of labour resources or a fundamental imbalance as between labour and other factors of production. Characteristic symptoms might be low income, under-utilization of skill, low productivity. Analytical studies of invisible underemployment should be directed to the examination and analysis of a wide variety of data, including income and skill levels (disguised underemployment) and productivity measures (potential underemployment) to which some further reference is made below.

### Elements and methods of measurement and analysis of visible underemployment

6. Two major elements of the measurement and analytical estimation of visible underemployment may be distinguished:

(a) the number of underemployed persons;

(b) the quantity of underemployment (in terms of man-years, man-days and man-hours, etc.).

7. (1) For the purpose of identifying persons in visible underemployment as well as for other purposes, such as providing estimates of labour input, persons in employment should be classified according to duration of work. For

different countries, and for different purposes, "duration of work" may be measured in terms of hours or days per week, days per month, days or weeks per year and so on. Where the period is one week, from the point of view of international comparisons, it would be useful if, in addition to whatever categories are used for the country's own analysis, the results could be made convertible to the following categories:

(a) according to hours of work per week: less than 15, 15-34, 35-39, 40-47, 48 or more;

(b) according to days of work per week: less than 2, 2-4, 5 or more.

(2) For purposes of identifying and classifying persons in visible underemployment, all persons in employment of less than normal duration for economic reasons should be classified according to pertinent characteristics such as sex, age group, branch of activity, status (as to employer, employee, etc.) duration of work and where possible, income. Classification by extra time available for work (not exceeding the normal duration), while also useful, requires to be interpreted with caution since it involves subjective elements whose influence is generally difficult to control in survey procedures.

(3) The seasonal and chronic components of visible underemployment should be distinguished where feasible, especially in agriculture.

8. Data on visibly underemployed persons may be obtained within the framework of labour force and other surveys. 1/ If the survey provides for observation of labour force characteristics on a current basis over a full year, comprehensive and reliable data on seasonal changes in employment may be obtained. As a minimum the data should be based on current observation at two points of time within a 12-month period, preferably corresponding to seasonal peak and slack.

9. The quantity of visible underemployment, expressed in terms of labour units in man-years, man-days or man-hours, etc., can be estimated by analysis of data on the distribution of visibly underemployed persons by the duration of work or the duration of extra time available for work. In practice, a variety of such estimates may be derived depending on the assumptions made and the analytical methods followed.

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1/ In this resolution, the term "labour force survey" also covers general-purpose household surveys within the framework of which information on the economic activity of the population is collected.

Elements and methods of measurement and analysis of invisible underemployment

Disguised underemployment

10. (1) For the purposes of analysing disguised underemployment, information on income is essential. In developing countries satisfactory estimates of data on income can generally be obtained by labour force sample surveys only in regard to paid employees, for other worker categories elaborate family budget surveys may supply usable data on broad income groups. In developed countries and, in some cases in developing countries as well, satisfactory data on earnings may be available from labour force sample surveys and from other sources such as tax returns.

(2) Methodology for the analysis of disguised underemployment according to the skill under-utilization criterion still remains to be developed. Experimental surveys and studies, particularly in regard to limited sectors or specific worker categories concerned, should be undertaken for the purpose.

Potential underemployment

11. (1) Potential underemployment, an aspect of underemployment which may be studied by the criterion of low labour productivity, may be considered to exist when a person is employed in an establishment or economic unit whose productivity is abnormally low.

(2) The primary focus of interest in the productivity approach to underemployment is in the dynamic assessment of the relationship between labour availability and needs over time as productivity rises in the process of economic development and in sectoral and regional productivity comparisons.

(3) The potentially underemployed cannot be directly identified but where detailed data on the labour force and production are available analysis based on these data may provide broad indicators of the number and characteristics of persons potentially underemployed and the amount of such underemployment.

(4) In various sectors of the economy, in particular in agriculture, estimation of "labour surplus" or "labour force reserves" can be obtained by comparing labour units available and labour units actually utilized or required under various assumptions regarding productivity.

Further action

12. Countries undertaking inquiries and analyses of different forms of invisible underemployment, especially in relation to agriculture in developing countries, are urged to report their experience to the International Labour Office in order that these methods of study may be considered by a future International Conference of Labour Statisticians.

### Statistical and analytical development

13. Where appropriate, underemployment statistics should be consistent with, and in so far as possible be integrated into the system of labour force, employment and unemployment statistics set forth in resolution I adopted by the Eighth International Conference of Labour Statisticians.
14. Consideration should be given to initiating or strengthening a system of labour force sample surveys in developing countries where appropriate. Such a system may be needed as an integral part of a comprehensive framework of labour force data required, among other things, for analysing underemployment. At the same time it can provide direct measurement of major elements of underemployment, and especially visible underemployment.
15. General-purpose surveys of wide scope, such as labour force sample surveys, should be supplemented by an adequate programme of limited but intensive special surveys aimed at studying underemployment in depth or providing regional or local data. In addition, it is recommended that countries pursue methodological studies with the aim of reducing the uncertainties inherent in sample surveys and develop research on appropriate analytical methods leading to results as significant as possible.
16. For measuring and analysing varied aspects of underemployment, existing statistical and technical data should be fully drawn upon. Major pertinent statistical sources include, besides labour force sample surveys, family budget surveys, population censuses, agricultural and industrial censuses, periodic establishment reports, records of placement services, and national accounts. Sources of technical data include special surveys and records primarily of a non-statistical nature, such as farm management and time utilization surveys and records of agricultural extension programmes.
17. Where appropriate, countries should endeavour to develop adequate programmes of statistical and analytical studies of underemployment focused on current and urgent problems, especially the requirements of development planning bodies.

## II. UNDER-UTILIZATION OF MANPOWER

18. In addition to those persons who are in the current labour force but whose contribution to the incomes of their families and to the national product is limited by unemployment or underemployment there are in many countries persons who are not in the labour force but who would enter it under certain circumstances. Such persons may not be actively seeking work, for example, because no suitable work is available for them; or they may be discouraged because they are victims of prejudice or are refugees; or they may suffer from

physical or mental handicaps which could be overcome by means of training or other remedial action. Although it is important for every country to know the extent to which its manpower resources are under-utilized, satisfactory methods of measurement have not yet been developed and tested. Countries undertaking studies of under-utilization of manpower are urged to report their experience to the International Labour Office, in order that effective methods of study may be considered by a future International Conference of Labour Statisticians.

ANNEX II

LIST OF MAJOR PUBLICATIONS AND STUDIES OF THE INTERNATIONAL  
LABOUR OFFICE RELATING TO MANPOWER STATISTICS

Yearbook of Labour Statistics

Bulletin of Labour Statistics (quarterly)

Technical Guide - Descriptions of Series published in the Bulletin of Labour  
Statistics, vol. II, part relating to employment and unemployment (1968  
and 1970 Editions)

The World Employment Programme (Employment Prospects for the 1970s)  
Fifty-sixth session of the International Labour Conference, Report IV  
(Geneva, 1971)

Labour Force Projections 1965-1985. Parts I-VI, First edition (Geneva, 1971-72)

Part I: Asia

Part II: Africa

Part III: Latin America

Part IV: Europe, Northern America, Oceania and USSR

Part V: World Summary

Part VI: Methodological Supplement (in preparation)

Employment, Unemployment and Labour Force Statistics, Studies and Reports,  
New Series No. 7, Part 1 (Geneva, 1948)

Employment and Unemployment Statistics, Eighth International Conference  
of Labour Statisticians, Report IV (Geneva, 1954, mimeographed)

Measurement of Underemployment, Ninth International Conference of Labour  
Statisticians, Report IV (Geneva, 1957, mimeographed)

Measurement of Underemployment Concepts and Methods, Eleventh International  
Conference of Labour Statisticians, Report IV (Geneva, 1966, mimeographed)

"Concepts and Measurement of Unemployment and Underemployment in Developing  
Economics", by Nurul Islam, International Labour Review, March issue, 1964

"Population Censuses and National Sample Surveys in Developing Countries",  
by B. Gil and E. N. Omaboe, International Labour Review, September issue, 1965

"Some remarks on the Concepts of Employment, Underemployment and  
Unemployment", by Jean Mouly, International Labour Review, February issue, 1972