

Working paper no.1

ENGLISH ONLY

7 February 2007

**UNITED NATIONS STATISTICAL COMMISSION
and ECONOMIC COMMISSION FOR EUROPE
(UNECE)**

CONFERENCE OF EUROPEAN STATISTICIANS

**EUROPEAN COMMISSION
STATISTICAL OFFICE OF THE
EUROPEAN COMMUNITIES
(EUROSTAT)**

**INTERNATIONAL LABOUR
ORGANIZATION (ILO)**

Joint UNECE/EUROSTAT/ILO Seminar
on the Quality of Work
(18-20 April 2007, Geneva, Switzerland)

Topic 1: International conceptual framework for measuring the dimensions of quality of work:
an integrated approach to embracing the EU Quality of Work, the Dublin Foundation and the
ILO Decent Work frameworks.

**TOWARDS AN INTERNATIONAL QUALITY OF EMPLOYMENT FRAMEWORK:
CONCEPTUAL PAPER OF THE TASK FORCE ON THE MEASUREMENT OF
QUALITY OF WORK¹**

Invited paper by the Task Force on the Measurement of Quality of Work

Introduction

1. Quality of work, decent work, job and employment quality – are they synonyms? If not, how do they differ? What do they have in common? Where do they converge? What would be an international framework overarching the various qualitative dimensions of labour and providing a statistical framework for their measurement? What indicators ought to be used to assess such a concept? These are the questions that the Task Force has braced itself to address and which are discussed in this paper.

2. More specifically, the paper analyses and compares the European Union, the European Foundation for the Improvement of Living and Working Conditions and the ILO Quality of

¹ By Igor Chernyshev, Task Force Coordinator, Senior Statistician, ILO Bureau Statistics. Although the paper is based on the exchange of opinions and information among the TF members, there may be cases where views expressed do not necessarily reflect those of the TF, nor the ILO or its Bureau of Statistics, for which the author takes all the responsibility.

Work and Decent Work Paradigms, as well as the work carried out in Canada and the USA on qualitative measures of work and international comparisons.

3. Quality of work is an issue of importance to many. Nobody wants poor working conditions for themselves, and all but a few would want to eradicate the worst forms of labour for others. As a result, governments have labour laws and regulations that prohibit or limit certain forms of labour. Some types of work are deemed illegal (e.g. forced or child labour), while other rules regulate the workforce, without banning activities outright (e.g. long working hours) or protect the safety of the worker. The issue of quality of work, however, reaches beyond the aspects of work that are illegal or regulated, extending to personal preferences about what workers want from their time spent at work.

4. Perceptions of quality of work vary around the world. In Canada and the United States, for example, the policies directed toward the development of high quality work don't seem to be as dominant as they are in Europe. North American sentiment seems more directed toward the development of flexible labour markets that adjust quickly to market demands. In such a way, it might seem that North American labour policy efforts have focused on the eradication of the problem of labour surplus, and have been less directed toward helping the employed.²

5. Yet, the issues of quality of work are still important to many in Canada and the United States, for each country has strict labour laws protecting the health and safety of workers. In Canada, there has been considerable research into the quality of work, much of it coming from the Canadian Centre for Policy Research (CPRN). CPRN notes that the issue of quality of work will grow in the future, stating that "a competitive labour market and growing concerns about recruitment and retention are drawing attention to the quality of jobs".³ With labour shortages in North America expected to get worse in coming years, there could be increased focus on quality of work issues, as Governments move away from the need to focus on job creation policies designed to help the unemployed.⁴

6. Internationally, there is great interest in the issue of quality of work. In Europe, the promotion of quality of work is a "guiding principal"⁵ in the Social Policy Agenda of the European Union (EU). In 2000, heads of state and governments of the EU met in Lisbon to launch a series of reforms. At this meeting, a new "overall goal of moving to full employment through creating not only more, but also better jobs"⁶ was set. Subsequent meetings of the European Council have also concluded that work quality promotion is a priority for Europe.

7. The ILO with its Decent Work Agenda brings together the goals of employment, social protection, social dialogue and rights at work in a consolidated, gender-sensitive vision which guides economic and social policy choices across the board, each of which relates to key aspects

² See: Geoff Bowlby. *Toward an International Quality of Work Framework: A report to the Task Force on the Measurement of Quality of Work*. Mimeographed. Statistics Canada, Ottawa, September 2006.

³ The Quality of Work: *Why it Matters for Workers and Employers*, presentation given by Graham Lowe, Canadian Policy Research Networks and the University of Alberta, October 20th 2000.

⁴ See: Geoff Bowlby. *Toward an International Quality of Work Framework: A report to the Task Force on the Measurement of Quality of Work*. Mimeographed. Statistics Canada, Ottawa, September 2006.

⁵ Lozano, Esteban. *Quality in work: Dimensions and Indicators in the Framework of the European Employment Strategy*, Joint UNECE/ILO/Eurostat Seminar on the Quality of Work, Geneva, May 11 to 13, 2005, p. 2.

⁶ Idem, p. 2.

of work quality. Decent work is defined as “opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity”.⁷

8. To meet their needs to monitor and develop policies to improve work quality, both the ILO and the EU have developed quality of work frameworks. While the ILO has a single framework, called “Decent Work Indicators”, there are two European frameworks, one maintained by EUROSTAT, and the other which is used by the European Foundation for the Improvement of Living and Working Conditions (Dublin).

9. The quality of work conceptual frameworks of the EU and the European Foundation are more specifically geared towards high-income countries (EU Member States), while the ILO decent work paradigm is also concerned about the poorest and most vulnerable. The word “*decent*” connotes this, referring to the need for workers to have “*acceptable*” or “*adequate*” work and working conditions.

10. To sum up, there is a need to develop statistics on quality of work, and organize them into some coherent, relevant and internationally agreed framework. The goal of this paper is to propose such a framework and a set of statistical indicators underpinning it for discussion at the forthcoming Joint UNECE/ILO/EUROSTAT Seminar on the Quality of Employment. At the later stage, these documents should lead to the development of international recommendations/guidelines that could facilitate cross-country comparisons and give higher prominence and legitimacy to national analysis of the quality of work.

11. The author would like to thank all Task Force members for their encouragement and support in his work, and extends his special thanks to Geoff Bowlby (Statistics Canada), Federica Pintaldi and Nicola Massarelli (ISTAT of Italy), Greet Vermeylen (European Foundation, Dublin) and Esteban Lozano (European Commission, Brussels) for their comprehensive written contributions to this paper. Special thanks are also due to Duncan Campbell (Director, ILO Policy Integration Department) for sharing ideas with the author and providing him with background information, as well as to Peter Peek (Manager, ILO Policy Integration Department) and Ralf Hussmanns (Senior Labour Statistician, ILO Bureau of Statistics) for peer review of the paper and very useful comments.

12. A special expression of gratitude is due to Farhad Mehran, Richard Anker (former ILO senior officials) and Philippe Egger (Deputy Director, Office of ILO Director-General) – the major architects of the ILO Decent Work statistical framework whose studies and research are documented in this paper and repeatedly referred to.

1. Background information

1.1 Why “Quality of Work”?

13. The traditional focus of data collection and statistics in the labour sphere has been on employment and unemployment, with the latter taking most of the headlines. This is clearly

⁷ International Labour Organization. *Decent work: Report of the Director-General. International Labour Conference*, 87th Session, ILO, Geneva, 1999.

insufficient. The volume of employment generated by an economy at any point in time does not tell us much about the life or person-enabling characteristics of employment.

14. Better and more comprehensive measurement of the qualitative content of employment, or simply *quality of work*, allows for a more detailed assessment of the mechanisms by which economic growth translates into higher standards of human welfare, and how these in turn lay the ground for faster economic and social development. Work can be characterized in terms of multiple dimensions of quality of work, embedded in the European Union Social Agenda, and the latter can largely converge with the ILO Decent Work Agenda and its relevant dimensions.

15. Of particular interest are the combinations and the patterns that emerge among demographic and socio-economic groups. Some of these relationships are generally accepted. Poor health and unsafe working conditions increase absenteeism and reduce labour productivity. Employment insecurity and short tenure are related to accident rates, and poor working conditions are related to high job turnover.⁸ Higher rates of trade union membership are considered to be associated with higher labour productivity⁹, and greater participation in decision-making at the workplace is associated with greater job satisfaction.¹⁰ Systematic gender differences have been observed on many dimensions.

16. Comprehensive data on quality of work could usefully inform analysts, observers and policy-makers about many other relationships. This is not, however, simply a matter of pointing out causal relations. Policy is about making informed decisions with a reasonable assessment of likely results and their magnitude, including the inevitable ripples of indirect and unintended consequences. Better knowledge of these linkages would help provide a broader set of options for policy analysts and policy-makers.

1.2 Joint UNECE/ILO/EUROSTAT Seminars on the Measurement of Quality of Work

17. The above remit has urged the international community to pay growing attention to various qualitative aspects of job, work and employment, which are critically interrelated and interdependent. Moreover, globalisation has brought into the spotlight the verity that while the population may enjoy better job opportunities, the availability of a job does not necessarily mean basic income, when workers have limited or no access to social protection and are deprived of opportunities to voice their aspirations and values to defend their rights at work. In other words, there is a growing awareness among both data producers and data users that developments in the labour market should be gauged against and analysed on the basis of a comprehensive set of indicators reflecting qualitative and quantitative aspects of the world of work.

18. It is with the above in mind that back in 2000, under the auspices of the Bureau of the UNECE Conference of European Statisticians, a series of Joint UNECE/ILO/EUROSTAT Seminars on the Quality of Work was launched. The latest to date, held in May 2005¹¹, kick-started discussions on the importance of an integrated approach to quality of work measurement.

⁸ Bohle, P., Quinlan, M. & Mayhew, C. "The health and safety effects of job insecurity: An evaluation of the evidence", in *The Economic and Labour Relations Review*, Vol. 12, No. 1, June 2001.

⁹ Freeman, R. and Medoff, J.L. *What do unions do?* Basic Books, New York, 1984.

¹⁰ Hamermesh, D. *The changing distribution of job satisfaction*, NBER working paper No. 7332, September, 1999.

¹¹ The third Joint UNECE/ILO/EUROSTAT Seminar on the Measurement of Quality of Work (Geneva, 11-13 May 2005).

At that meeting, much of the attention was on the three quality of work measurement frameworks already in use: the International Labour Organization (ILO) “Decent Work” framework; the EUROSTAT Quality of Work Indicators embedded in the EU Social Agenda; and another Job and Employment Quality framework used by the European Foundation for the Improvement of Living and Working Conditions (EF) in their European Working Conditions Survey. These frameworks, it was agreed, had similar characteristics which should be exploited in the development of an international framework on the measurement of quality of work.

19. Also, the Seminar recommended that a small Task Force on the Measurement of Quality of Work, organised and lead by the ILO and with the participation of the UNECE, EUROSTAT and individual experts from the UNECE member countries, be established.

20. The Third Meeting of the 2005/2006 Bureau of the UNECE Conference of European Statisticians (February 2006) approved the creation of the above **Task Force with the following major objectives:**

- Define an international conceptual framework for measuring the qualitative dimensions of work;
- Propose a set of indicators to measure quality aspects of labour and employment;
- Based on the above, submit a conceptual paper for discussion at the Fourth Joint UNECE/ILO/EUROSTAT Seminar on the Quality of Work.

21. With the formal creation of the Task Force, work has started in earnest towards these objectives.

22. Task Force members come from Statistics Canada, the Hungarian Central Statistical Office, the National Institute of Statistics of Italy (ISTAT), the European Commission (Brussels), the European Foundation for the Improvement of Living Conditions (Dublin), the Organization for Economic Cooperation and Development (OECD), the United Nations Economic Commission for Europe (UNECE) and the ILO. The ILO was requested to act as the Coordinator and Secretariat of the Task Force.

2. European Union, the European Foundation and the ILO Quality of Work and Decent Work Paradigms

2.1 The European Union Social Agenda: quality of work as a guiding principle of Europe’s social model

23. In 2000, Heads of State and Governments of the European Union (EU) met in Lisbon and launched a series of ambitious reforms at national and European level, known since then as the *Lisbon Strategy* or the EU Social Policy Agenda. Specifically, the Agenda sought to ensure the positive and dynamic interaction of economic, employment and social policy, and to forge a political agreement which mobilises all key actors to work jointly towards the new strategic goal.

At the heart of the Agenda were the modernisation of the European social model and the conversion of the political commitments made at Lisbon into concrete action.¹²

24. Five years later, in March 2005 at the meeting of the European Council in Brussels, Heads of State and Governments of the enlarged European Union of 25 reviewed the progress made since 2000 in the implementation of the Lisbon Strategy and adopted a revamped Social Agenda for 2005-2010.¹³

25. This Agenda is geared towards providing what citizens most want: decent jobs and social justice. It is about equipping everyone to manage the changes facing modern society and about looking after those mostly in need. It is designed to preserve and modernise the EU valued social model as the essential tool underpinning Europe's drive to boost growth and jobs. It maps the route for reforming labour markets in order to make work a real option for everyone. At the same time, it provides pathways for modernising welfare systems and combating poverty. The EU Social Agenda calls for partnerships between public authorities at local, regional and national level, employer and worker representatives and NGOs. Globally, it should help to achieve the Lisbon Strategy objectives by reinforcing the European social model based on the quest for full employment and greater social cohesion.

26. In order to measure a political process and progress towards the Social Policy in ways that would further benefit Europe's workforce as well as its economy, the Commission of the European Communities developed a set of *quality of work indicators*. More specifically, the Commission identified the following two broad conceptual *dimensions of the quality of work*, recognising that quality is a multifaceted concept:

27. *Job characteristics*: objective and intrinsic characteristics, including: remuneration, non-pay rewards, working time, skills and training and prospects for career advancement, job content and match between jobs characteristics and workers characteristics.

28. *The work and wider labour market context*: gender equality, health and safety, flexibility and security, access to jobs, work-life balance, social dialogue and worker environment, diversity and non-discrimination.

29. Furthermore, the Commission suggested that the quality of work dimensions should be measured using the following 10 groups of statistical indicators:¹⁴

- 1) Intrinsic job quality.
- 2) Inclusion and access to the labour market.
- 3) Diversity and non-discrimination.
- 4) Skills, lifelong training and career development.
- 5) Flexibility and security.
- 6) Work organisation and work-life balance.

¹² Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions: *Social Policy Agenda*. Commission of the European Communities. Brussels, 28 June 2000.

¹³ Press release: *The new Social Agenda: an essential pillar of the new growth and jobs strategy*. IP/05/152, Brussels, 9 February 2005.

¹⁴ *Employment and social policies: A framework for investing in quality*, Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions, Commission of the European Communities, COM(2003)728 final, Brussels, 26.11.2003.

- 7) Gender equality.
- 8) Health and safety at work.
- 9) Social dialogue and worker involvement.
- 10) Overall work performance.

A detailed list of statistical indicators grouped under the above 10 dimensions is attached as Annex 1.

2.2 The European Foundation for the Improvement of Living and Working Conditions: Job and employment quality

30. Promoting quality of job/work and employment is a key priority of the European Foundation for the Improvement of Living and Working Conditions (Dublin), which drives forward the EU Social Policy Agenda for research into working conditions in the European Union as a whole. The premise behind the Foundation's challenge is that in the present context of tougher worldwide competition, Europe needs to focus on the quality of the jobs it offers, to give itself an edge over its competitors.

31. The European Foundation has identified three perspectives on the quality of work – societal, corporate and individual.¹⁵ From a societal perspective, it may be desirable to have good quality work, since high quality work is assumed to have social spin-offs. However, not all aspects of the societal point of view would imply that “good job” creation is positive.

32. From the corporate point of view, good employment might mean having hard-working, productive staff. Again, there is going to be some overlap between the corporate view and the views of the worker on what is a “good job”. However, what is in the interest of the employer is not always the same as that of the worker. So, while an employee might see high wages to his benefit, the employer may not see that attribute of the job as a positive one.

33. For the purposes of this paper, we are taking the perspective of the individual, or worker. From this perspective, the European Foundation's quality of job and employment paradigm overarches the following four conceptual dimensions (see also Chart 1 below):¹⁶

- 1) *Ensuring career and employment security.* There are four major aspects to be taken into account here:
 - The terms of employment and the dual labour market, with the repercussions on the quality of work and employment (i.e. persons with fixed-term contracts vs. those with temporary contracts and working conditions of the latter).
 - Workers' rights, particularly with regard to information/consultation/participation and equal opportunities.
 - Earned income.
 - Social protection, and in particular the mechanism for covering workers that facilitate better career paths throughout working life.

¹⁵ European Foundation for the Improvement of Living and Working Conditions, *Quality in work and employment in the European Working Conditions Survey*, UNECE/ILO/Eurostat Seminar on the Quality of Work, Geneva, May 11 to 13, 2005, p. 2.

¹⁶ See: European Foundation for the Improvement of Living and Working Conditions. *Quality of work and employment in Europe: Issues and Challenges*. Foundation paper No. 1 February 2002.

- 2) *Maintaining and promoting the health and well-being.* Under consideration here is health in the broad sense, encompassing physical and mental health and, as stated in the ILO definition, “the promotion and maintenance at the highest degree of the physical, mental and social well-being of workers”. In addition, the “sustainable” aspect of work has to be taken into account, i.e. the possibility of being able to remain attached to the labour market throughout one’s working life.
- 3) *Developing skills and competences.* One of the issues in job and employment quality is how to enable individuals to deploy and improve their skills. This involves the development of learning organisations, which enable workers to improve their knowledge and receive recognition for it, both formally and informally.
- 4) *Reconciling working and non-working life.* Making it easier to reconcile working and non-working life is an essential condition both for encouraging entry into the labour market and for enabling people to remain at work.

34. Chart 1 below presents the conceptual framework of the Foundation’s job and employment quality paradigm.



2.3 The ILO Decent Work Agenda as a Global Goal

Decent Work Conceptual framework

35. With the global economy undergoing important changes in the last two decades, with such changes impacting the traditional role of the ILO, the Director-General introduced the concept of work and the workplace, which he called *Decent Work*. He described *decent work* as “opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity”¹⁷. The centrality of decent work derives, of course, from the centrality of work to people’s lives. Work is where the “economic” of people’s lives meets the “social”. Decent work is thus the link between the wealth generation that improves standards of living, as well as constituting a large part of how people define their very

¹⁷ *Decent work: Report of the Director-General.* ILC, 87th Session. ILO, Geneva, 1999.

lives, their dignity, their status in society, their affirmation of rights, and their relation to their family. Few human activities, whether mental or physical, are more central. And few would deny this. As noted above, however, the importance of decent work lies in stark contrast with the reality of people's lives.

36. The above definition of decent work explicitly includes the following six dimensions:¹⁸

- 1). *Opportunities for work* refers to the need for all persons (men and women) who want work to be able to find work, since decent work is not possible without work itself. The underlying concept of work is a broad one, encompassing all forms of economic activity, including self-employment, economic unpaid family work and wage employment in both the informal and formal sectors.
- 2). *Work in conditions of freedom* underscores the fact that work should be freely chosen and not forced on individuals and that certain forms of work are not acceptable in the 21st century. It means that bonded labour and slave labour as well as unacceptable forms of child labour should be eliminated as agreed by governments in international declarations and labour standards. It also means that workers are free to join workers organisations.
- 3). *Productive work* is essential for workers to have acceptable livelihoods for themselves and their families, as well as to ensure sustainable development and competitiveness of enterprises and countries.
- 4). *Equity in work* represents workers' need to have fair and equitable treatment and opportunity in work. It encompasses absence of discrimination at work and in access to work and ability to balance work with family life.
- 5). *Security at work* is mindful of the need to help safeguard health, pensions and livelihoods, and to provide adequate financial and other protection in the event of health and other contingencies. It also recognises workers' need to limit insecurity associated with the possible loss of work and livelihood.
- 6). *Dignity at work* requires that workers be treated with respect at work, and be able to voice concerns and participate in decision-making about working conditions. An essential ingredient is workers' freedom to represent their interests collectively.

37. The first two dimensions of decent work noted above (opportunities for work and freedom of choice of employment) are concerned with the availability of work and the acceptable scope of work. The other four dimensions of decent work (productive work, equity, security and dignity) are concerned with the extent to which the work is decent, which is similar in many ways to what is deemed quality of employment in the European Union.¹⁹ In addition to these six dimensions of decent work, the macro socio-economic context is important, since this

¹⁸ See: Richard Anker et al. *Measuring Decent Work with Statistical Indicators*. Policy Integration Department, Statistical Development and Analysis, Working Paper No. 2. International Labour Office, Geneva, Oct. 2002.

¹⁹ See for example, Damien Merlié and Pascal Paoli, *Third European Survey on Working Conditions 2000*, Office for Official Publications of the European Communities, Luxembourg. And *Employment in Europe 2001: Recent Trends and Prospects* (Chapter 4), Office for Official Publications of the European Communities, Luxembourg.

helps determine what constitutes decency in societies as well as the extent to which the achievement of decent work enhances national economic, social and labour market performance.

38. Given the decent work definition and its dimensions, the concept of decent work offers a framework for combining employment, rights, social protection and social dialogue in development strategies.

39. From the data collection perspective, decent work acts as a framework for statistical development because it introduces new concepts requiring development of new statistical indicators to measure progress made in reducing decent work deficits across the world.

40. Based on the above conceptual framework and the six dimensions of decent work, a core set of ILO statistical indicators has been identified (see Annex 2). These indicators are organized under the following ten elements of decent work and are complemented by an 11th group of indicators that summarize key aspects of the economic and social context of decent work:

- 1). Employment opportunities.
- 2). Unacceptable work.
- 3). Adequate earnings.
- 4). Decent hours.
- 5). Stability and security of work.
- 6). Combining work and family life.
- 7). Fair treatment in employment.
- 8). Safe work environment.
- 9). Social protection.
- 10). Social dialogue and workplace relations.
- 11). Socio-economic context.

41. The Decent Work Agenda has been approved by the governments and social partners within the ILO and encompasses a number of universal strategies which are not tied to a specific developmental model. In 2004, it was incorporated into the recommendations of the World Commission on the Social Dimension of Globalisation (CMDSM).

The United Nations and the ILO Decent Work Agenda

42. In September 2005, the United Nations World Summit on the follow-up to the Millennium Declaration endorsed the need for fair globalisation. It resolved to include the promotion of productive employment and *decent work for all* among the objectives of national and international policies. It thus stressed the essential role played by employment and quality of employment in efforts to combat poverty and promote development.²⁰

43. The High-level Segment of the UN Economic and Social Council (ECOSOC), meeting in early July 2006, adopted a wide-ranging Ministerial Declaration on full and productive employment and decent work, saying it would help strengthen efforts by the UN and the multilateral system to create jobs, cut poverty and provide new hope for the world's 1.4 billion working poor during the next decade. The Declaration provides further support for the *ILO's*

²⁰ UN General Assembly. *Resolution adopted by the General Assembly. 2005 World Summit Outcome*. Sixteenth session. Agenda items 46 and 120. A/res/60/1 05-48760.

Decent Work Agenda and reinforces efforts to make *decent work for all* a global goal and a national reality.²¹

Decent Work: a commitment for the European Union²²

44. In the course of its history the European Union has developed a model of economic and social development which extends beyond the diversity of national situations and is based on common values and principles, in particular the objective, affirmed in the Treaty, of promoting hand in hand economic and social progress²³.

45. As described above, the ILO Decent Work Agenda is based on an integrated approach covering productive and freely chosen work, rights at work, social protection, social dialogue and the inclusion of the gender dimension. It therefore encompasses the “core labour standards” which form the minimum basis of social rights established by the international community and whose implementation the European Union already supports - the European Union Member States have already ratified a large number of ILO conventions relating, in particular, to core labour standards, labour inspections, labour administration, employment, social security and wages²⁴.

46. At the same time, the Decent Work Agenda requires more than ratification of its core standards: it seeks not only to guarantee a minimum basis of rights but also to tailor development to values and principles of action and governance which combine economic competitiveness with social justice. Importantly, combining competitiveness and social justice in this way is at the heart of the European Union model of development.

47. It was therefore crucial that the Commission of the European Communities made Decent Work a commitment for the European Union. More specifically, as stated in the Communication from the Commission, “the Commission supports ... the implementation of decent work country programmes as agreed in the ILO or an equivalent roadmap in particular in the context of development strategies. The Commission will cooperate with the ILO, the UN and other international organisations to improve analysis and to *develop indicators related to the implementation of the Decent Work Agenda*...”

48. The Commission also stated that it will develop training and information on decent work through its delegations in third countries and will hold regional seminars in order to enhance the capacity of those involved²⁵.

²¹ UN Economic and Social Council. *Draft ministerial declaration of the high-level segment of the substantive session of 2006 of the Economic and Social Council, held in Geneva from 3 to 5 July 2006*. Substantive session of 2006. Agenda item 2. GE.06-62546.

²² For more detailed information see: Commission of the European Communities. *Promoting decent work for all: The EU contribution to the implementation of the decent work agenda in the world*. Communication from the Commission to the Council. COM (2006) 249, Brussels, 24 May 2006.

²³ See: Commission of the European Communities. *European values in the globalised world*. COM(2005) final.

²⁴ <http://www.ilo.org/ilolex/french/newratframeF.htm>

²⁵ Commission of the European Communities. *Promoting decent work for all: The EU contribution to the implementation of the decent work agenda in the world*. Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. COM(2006) 249, Brussels, 24 May 2006, p.5.

49. Consequently, playing an active part in promoting decent work has formed an integral part of the European Union Social Agenda and the European Union's efforts to promote its values and share its experience and its model of integrated economic and social development.

3. The ILO, the European Union and the European Foundation Decent Work and Quality of Work Paradigms: the points of conversion

50. On the basis of the conceptual frameworks presented in previous sections as well as the lists of Quality of Work and Decent Work indicators shown in Annexes 1 and 2, Table 1 groups the various dimensions of the ILO, the EU and the European Foundation paradigms. This comparative grouping of dimensions is made to facilitate the discussion on an international quality of work framework.

51. The Task Force believes that the dimensions with a white background have strong linkages, overlaps and similarities, while the dimensions with a grey background have perceived or implicit presence of those. The similarities become even more evident when one compares statistical indicators measuring these dimensions (Annex 3).

52. In the Task Force's view, Table 1 reveals that some dimensions of the EU quality of work go beyond the ILO decent work framework. At the same time, the European Foundation job and employment quality paradigm is narrower than either of the two.

Table 1. Dimensions of decent work, quality of work and job and employment quality

ILO Decent Work Dimensions	EU Quality of Work Dimensions	European Foundation Job and Employment Quality Dimensions
1. Employment opportunities.	1. Intrinsic job quality. 2. Inclusion and access to the labour market. 3. Diversity and non-discrimination. 4. Flexibility and security at work.	1. Career and employment security.
2. Unacceptable work.	Implicitly included?	Not included?
3. Adequate earnings and productive work.	5. Skills, lifelong training and career development.	Career and employment security. (see above) 2. Skills development.
4. Decent hours	Implicitly included?	3. Reconciliation of working and non-working life. 4. Health and well-being.
5. Stability and security at work.	Flexibility and security at work (see above).	Health and well-being (see above)
6. Balancing work and family life.	6. Work organisation and work-life balance.	Reconciliation of working and non-working life (see above).
7. Fair treatment in employment	7. Gender equality.	Career and employment security (see above).
8. Safe work.	8. Health and safety at work.	2. Health and well-being.
9. Social protection.	Implicitly included?	Career and employment security (see above).
10. Social dialogue and	9. Social dialogue and worker	Career and employment security

workplace relations.	involvement.	(see above).
10+. Social and economic context.	10. Overall work performance	Not included

53. Stemming from the above and having carefully studied the qualitative indicators underpinning the three frameworks discussed in this paper, the Task Force came to the conclusion that the *Quality of Employment*, in its broader sense, can serve as an international framework overarching the ILO Decent work, the EU and the European Foundation quality of work paradigms. Consequently, the Quality of Employment is proposed as a cross-cutting framework to measure, interpret and compare progress towards the EU Social and the ILO Decent Work Agendas in both a static and a dynamic perspective.

54. The arguments of the Task Force in favour of this proposal, the Quality of Employment conceptual framework, dimensions and indicators are presented in Section 4 and supported by relevant statistical findings analysed in Annex 4: *Quality of Employment through the prism of statistics*.

4. The Quality of Employment

4.1 Quality of Employment paradigm as an overarching framework for the quality of work

55. From the perspective of this paper, the *Quality of Employment* is about security of tenure and prospects for career development; it is about working conditions, hours of work, safety and health, fair wages and returns to labour, opportunities to develop skills, balancing work and life, gender equality, job satisfaction and recognition and social protection. It is also about freedom of association and having a voice in the workplace and the society. It is about securing human dignity and eliminating discrimination, forced labour, human trafficking and child labour.

56. In the opinion of the Task Force, the *quality of employment* is embedded in the very notion of the ILO Decent Work and the EU Quality of Work paradigms. Significant deficits in the very conditions of *productivity, freedom, equity, security and human dignity of work* for millions of people who have a “job”, make the quality of employment a key concern along with the quantity of jobs created.

4.2 Statistical indicators measuring the quality of employment

57. The statistical findings analysed in Annex 4 highlight that the Quality of Employment is a multidimensional concept, covering all four pillars of both the ILO Decent Work (employment; social protection; social dialogue and workers’ rights) and the EU Quality of Work (decent wages; skills and training; working conditions; ability to combine work and family and gender equality²⁶). In turn, these pillars are closely interrelated, to the point of their quasi-complete conversion.

²⁶ Davoine Lucie, Erhrl Christine. *Monitoring Employment Quality in Europe: European Employment Strategy Indicators and Beyond*. Document de Travail No. 66, juillet 2006. Centre d’étude de l’emploi. France.

58. Consequently, in the view of the Task Force, **the *Quality of Employment* paradigm can be used as a universal framework covering the qualitative dimensions of work and labour included in *Decent Work* and *Quality of Work*.**

59. The statistical findings also illustrate that **the *Quality of Employment* framework is equally relevant and applicable to high-, middle- and low-income countries which makes it possible to use it as an *international quality of work framework*.**

60. One can go further and use, **in the international context**, the term *Quality of Employment* synonymously with the Quality of Work and Decent Work.

61. Stemming from the philosophy and perceptions embedded in the Quality of Employment framework discussed above, the following generic list of quality of employment statistical indicators is proposed to measure progress towards quality of work and decent work. It incorporates the dimensions of the quality of work and decent work paradigms discussed in previous sections as well as the indicators listed in Annexes 1 and 2, and serves basis for selecting the core sets of quality of employment indicators proposed in section 4.3 below. The list is not exhaustive but seems to be quite complete:

I. Employment Opportunities

1. Labour force participation rate
2. Employment-population ratio
3. Male-female labour force participation gap
4. Unemployment rate
5. Unemployment by level of education
6. Inactivity rate
7. Youth unemployment rate
8. Youth inactivity rate
9. Share of self-employed workers in total employment
10. Share of wage employment in non-agricultural employment

II. Unacceptable Work

11. Children not in school by employment status (by age)
12. Children in wage employment or self-employment (percent by age)

III. Adequate Earning, Skills development and Productive Work

13. Inadequate pay rate (percent of employed below ½ of median hourly earnings)
 - 13a. Low hourly pay of employees
 - 13b. Wages of casual/daily workers
14. Average earning in selected occupations
15. Share of working poor in the employed population
16. Manufacturing wage indices
17. Employees with recent job training (last 12 months)
18. Share of employed persons in high-skilled occupations
19. Percentage of working age population participating in education and training

IV. Asocial/unacceptable Hours of work

20. Excessive hours of work (share of persons working 49 hrs and more per week)
 - 20a. Hours actually worked
 - 20b. Annual hours worked per person

21. Time-related underemployment rate

V. Stability and Security of Work

22. Percentage of employees with job tenure of less than one year
23. Percentage of employees with temporary jobs
24. Percentage of casual/daily workers

VI. Balancing Work and Family Life

25. Ratio of the employment rate for women with children under compulsory school age to the employment rate of all women aged 20-49
26. Absolute difference in employment rates without presence of any children with the presence of a child aged 0-6, by sex

VII. Fair Treatment in Employment

27. Occupational segregation on the basis of gender
28. Female share of employment
29. Ratio of the female share of employment in managerial and administrative occupations to the female share of non-agricultural employment
30. Ratio of women's hourly earnings index to men's for paid employees at work 15 hours and more

VIII. Safe Work

31. Fatal injury rate per 100,000 employees
32. Evolution of the incident rate (number of accidents per 100,000 persons in employment)
33. Labour inspection (inspectors per 100,000 employees)
34. Occupational injury insurance coverage
35. Hazardous occupations (rate)
36. Percentage of workers who feel their health or safety is at risk

IX. Social Protection

37. Public social security expenditure
38. Social security coverage (for wage and salary earners)
39. Public expenditure on need-based cash income support
40. Beneficiaries of cash income support
41. Old age without pension (share of not economically active population 65 years old and over without pension)
42. Share of economically active population contributing to a pension fund
43. Average monthly pension
44. Share of employees who receive paid annual leave

X. Social Dialogue and Workplace Relations

45. Union density rate
46. Collective wage bargaining coverage rate
47. Number of enterprises belonging to employer organisations
48. Strikes and lockouts (per 1,000 employees)
49. Rate of days not worked due to strikes and lockouts (per 1,000 employees)

XI. Socio-Economic Context

- 50. Informal sector employment
- 51. Working poor
- 52. Growth in labour productivity, measured as change in the levels of GDP of the employed population per hours worked (in percent)
- 53. Income per employed person (PPP)

4.3 Core set of the quality of employment statistical indicators

62. Since 2002, the relevance and usability of indicators listed in section 4.2 above as qualitative measures of work and labour have been tested, explicitly or implicitly, in a number of household-based surveys and studies carried out by the ILO, EUROSTAT, the European Foundation for the Improvement of Living and Working Conditions, Canada, the USA and some other countries.

63. Thus, the ILO tested the robustness of decent work indicators either through minimal addition of questions to regular Labour Force Surveys (LFS) or using more elaborate modules attached to them in selected countries of the UNECE region (e.g., Azerbaijan, Kazakhstan, Moldova and Ukraine), as well as other regions (e.g., Guatemala, Bahrain, Mali, the Philippines).

64. In addition to furthering and improving the ILO's developmental work on decent work indicators across the globe, results of the above exercise significantly enhanced the existing ILO regional database *Panorama Laboral*²⁷ for Latin America and the Caribbean, which stores numerous decent work indicators. Also, it has lead to the creation of a new regional database for Asia and the Pacific²⁸ which has data on major trends in employment and social conditions in the world's most populous and dynamic region and contributes to the development of internationally comparable, gender-sensitive indicators to measure progress towards decent work.

65. Within the European Union Social Agenda, EUROSTAT continued collecting data on the quality of work through its core and ad hoc modules attached to the EU-LFS.²⁹

66. The European Foundation successfully conducted the Fourth European Working Conditions Survey in 2006 and published the quality report on its findings in February 2007³⁰.

67. In Canada, the issue of quality of work has been addressed both by Statistics Canada through, *inter alia*, the Canadian Labour Force Survey³¹ and relevant study and research programmes carried out by the Canadian Centre for Policy Research.³²

²⁷ http://www.oit.org.pe/portal/despliegue_seccion_panorama.php?secCodigo=22

²⁸ See: International Labour Office. Regional Office for Asia and the Pacific. *Labour and Social Trends in Asia and the Pacific 2005*. Bangkok, 2005.

²⁹ EUROSTAT. *The EU Labour Force Survey and Indicators of Quality in Work*. ECE/ILO/Eurostat Seminar on measurement of the quality of work. <http://unece.org/stats/documents/2005/05/labour/wp.7.e.ppt#21>

³⁰ See: European Foundation for the Improvement of Living and Working Conditions. *Quality report of the 4th European Working Conditions Survey*. Dublin, 2007.

³¹ For detailed information see:

<http://www.statcan.ca/english/clf/query.html?qt=quality+of+work&GO%21=Search+The+Daily&col=dailyen&ht=0&qp=&qq=&qc=0&pw=100%25&ws=0&la=en&qm=0&st=1&oq=&rq=0&si=0&rf=0&style=englishelf> Visited on 4 February 2007.

68. In the United States of America, for years, the Current Population Survey has served as a unique source of information on a wide range of quality of work characteristics such as contingent and alternative employment arrangements, employment situation of veterans, employment and earnings characteristics of families, workers on flexible shift schedules, union members, etc³³. A special attention in this respect deserves the recently started pioneering work of the Political Economy Research Institute of the University of Massachusetts on the development and production of the State-by-State Work Environment Index.³⁴

69. Based on the results of the above practical work, empirical studies and discussions held among the TF members, a longer (A) and a shorter (B) tentative core set of quality of employment statistical indicators is proposed by the ILO, the European Foundation and some other members of the Task Force for review and discussion at the forthcoming Joint UNECE/EUROSTAT/ILO Seminar. List A is suggested for an in-depth analysis and List B for a general assessment of a country's Quality of Employment *albeit* Quality of Work or Decent Work.

70. It is important to emphasise that the core lists "A" and "B" have been selected under the premise that an indicator should be relevant and applicable internationally, i.e. in low-, middle- and high-level countries. However, it goes without saying that the proposed lists of indicators are not restrictive and countries are free to supplement them with any number of other qualitative indicators in order to cater for their needs and priorities.

71. The indicators of set "A" are grouped under the four pillars of the Quality of Employment:

A. Core statistical indicators for measuring the Quality of Employment: longer list

I. Rights at work

1. Child labour
 - 1a. Economically active children aged 10-14
 - 1b. Child school non-enrolment rate 5-14 years
2. Women in the workplace
 - 2a. Female share of employment
 - 2b. Gap between female and male labour force participation rates

II. Employment

3. Labour force participation rate
4. Employment-to-population ratio
5. Poverty and informality
 - 5a. Poverty and the working poor
 - 5b. Informal employment
6. Wages

³² See for ex.: *How Canada stacks up: The quality of work – An international perspective*. Canadian Policy Research Network Inc. December 2003.

³³ http://www.bls.gov/cps/cps_over.htm Visited on 4 February 2007.

³⁴ See: Heintz, James, Wicks-Lim, Jeanette, Pollin, Robert. *Decent Work in America: The State-by-State Work Environment Index 2005*. University of Massachusetts, Political Economy Research Institute, 2006.

- 6a. Percentage of casual/daily workers
- 6b. Wages of casual/daily workers
- 6c. Manufacturing wage indices
- 6d. Inadequate pay rate (percent of employed below $\frac{1}{2}$ of median hourly earnings)
- 7. Unemployment
 - 7a. Total unemployment rate
 - 7b. Unemployment rate by level of education
- 8. Youth unemployment
- 9. Youth inactivity rate
- 10. Time-related underemployment
- 11. Employment by status in employment and branch of economic activity
- 12. Labour productivity
- 13. Real per capita earnings (from national accounts)

III. Social protection

- 14. Social security coverage (for wage and salary earners)
- 15. Public social security expenditure (as percent of GDP)
- 16. Rates of occupational injuries (fatal/non-fatal)
- 17. Labour inspectors (per 100,000 employees)
- 18. Hours of work
 - 18a. Hours actually worked
 - 18b. Annual hours worked per person
 - 18c. Excessive hours of work (share of persons working 49 hrs and more per week)

IV. Social dialogue

- 19. Trade union membership
- 20. Number of enterprises belonging to employer organizations
- 21. Collective bargaining coverage rate
- 22. Strikes and lockouts: rates of days not worked

B. Core statistical indicators for measuring the Quality of Employment: short list³⁵

- 1. Employment-population ratio
- 2. Male-female labour force participation gap
- 3. Unemployment rate
- 4. Youth share of unemployment
- 5. Low hourly pay of employees
- 6. Working poor
- 7. Excessive hours of work
- 8. Hazardous occupations
- 9. Informal employment
- 10. Temporary employment
- 11. Lack of representation at work
- 12. Labour inspection
- 13. Children not at school

³⁵ Proposed on the basis of the ILO experience in testing the core decent work indicators in selected countries in Africa, Eastern Europe, Latin America and South-East Asia, as well as the experience gained by the European Foundation in conducting the European Working Conditions Surveys.

14. Old age without pension

72. The definition of some of the above indicators is given in Annex 5.

5. Data sources to measure the Quality of Employment

73. Selection of the “right” source of data collection is central for any statistical work and therefore the Task Force could not avoid this issue.

74. As follows from the information available in Annexes 1 and 2, over 60% of decent work and quality of work indicators are derived directly from the Labour Force Surveys or similar types of household-based surveys. The remaining indicators are produced on the basis of relevant administrative records/reports or taken directly from National Accounts.

75. The testing of the ILO decent work statistical framework and experimental work on the collection of data for decent work indicators carried out by the ILO in a number of countries revealed that with minimal addition of questions to a regular Labour Force Survey (LFS) or with more elaborate modules attached to it, some 80% of the ILO core decent work indicators could be produced.

76. Hence, it emerged from the ILO experimental work that the majority of qualitative measures of work and labour could in theory come from Labour Force Surveys. Clearly not all of them are required as often as basic labour force statistics and therefore could be optional additions with different periodicities.

77. Based on the information available about the national and international practices of data collection to gauge the qualitative aspects of work and labour, the following two broad groups of the LFS or household-based surveys have been identified:

- 1). Extended or multi-task Labour Force Surveys collecting in addition to conventional labour force measures an array of information on quality of work with different periodicity (e.g. Canada, Japan, Moldova).
- 2). LFS-based Modular Surveys measuring various dimensions of quality of work (EU Labour Force Survey with Core and Ad Hoc Modules) and decent work (ILO LFS-based Modular Decent Work Surveys).

78. The European Foundation for the Improvement of Living and Working Condition forms a group of its own by conducting the European Working Conditions Survey, which is a survey of employed individuals only.

79. Admittedly, during the past decade, the issue of the LFS “elasticity” and its limits has been the subject of discussion at both national and international levels.

80. Thus, while debating the issue of decent work data sources, some participants of the *Working group on Decent Work Indicators* organised during the 17th International Conference of Labour Statisticians (November–December 2003) were of the opinion that there was the need to use different sources, and not to rely only on Labour Force Surveys. While they recognised the

merits and advantages of Labour Force Surveys, including data consistency and cross-country comparability, they underlined that the extension of the use of the LFS should not be to the detriment of its main objective which was the measurement of employment and unemployment.³⁶

81. In this regard, the Task Force recalled that although traditionally the main objective of the Labour Force Surveys had been the measurement of employment and unemployment, in recent years a growing number of countries were using Labour Force Surveys to collect additional data on other aspects of the labour market, such as working time arrangements, earnings, trade union membership, informal sector employment, occupational accidents and injuries, and travel-to-work and commuting time, etc.

82. According to the information available, the most recent substantive discussion of pros and cons of using the LFS as a major vehicle of data collection on qualitative dimensions of work took place at the *ILO International Seminar on the Use of National Labour Force Surveys for Collection of Additional Labour-Related Statistics* held in Geneva in October 2005. The Seminar was attended by representatives from 13 countries from all over the world, as well as experts from EUROSTAT, OECD, the Statistical Programme of Women in Informal Employment: Globalizing and Organizing (WIEGO) and the ILO.

83. At the Seminar, participants shared country experiences in carrying out their national multi-task labour force surveys and exchanged views on the advantages and limitations of such surveys for collection of additional labour-related statistics.

84. Taking into consideration that the conclusions and recommendations of the Seminar were of direct relevance to the issues discussed in this Section, the Task Force decided to tap directly on that collective wisdom and international pull of knowledge and used it as a guide in its work.

85. The full text of the Seminar Report is attached as Annex 6. In brief, the major conclusions and recommendations were as follows:

- 1). The extension of national labour force surveys to collect additional data on labour-related issues beyond the measurement of employment and unemployment and their main demographic and economic characteristics presents a number of advantages but has also limitations:

Advantages: insight, flexibility, coherence, carry-over, efficiency, exploring ground.

Limitations: cost, selectivity, interview burden, potential impact on core topics, complexity of survey operations.

- 2). Given these considerations, it was generally agreed that topics designated for inclusion in extended national labour force surveys should satisfy strict conditions: (a) relevance, (b) appropriateness, (c) feasibility, (d) precision, (e) timeliness.

³⁶ International Labour Office. *Report of the Conference*, Seventeenth International Conference of Labour Statisticians. Geneva, 24 November – 3 December 2003. p.7.

- 3). Extension of labour force surveys should be examined within the framework of a labour force survey programme with appropriate periodicity and survey design: (a) periodicity, (b) survey pattern, (c) sub-sampling.
- 4). Main topics that were discussed for coverage by extended labour force surveys included:
 - Earnings of the employed population or particular sub-groups;
 - Hours of work of the employed, including time-related underemployment of short-hour workers and excessive hours of work of long-hour workers;
 - Stability of employment measured in terms of continuity or discontinuity of employment over a given period of time (e.g., the distinction between regular, seasonal and casual workers);
 - Informal sector and informal employment and their components, measured in terms of the characteristics of the production unit in which the worker is engaged and the employment conditions of the worker, respectively. Care should be taken to limit data collection on production units to items that the worker tends to know about, especially, where the worker is not the owner-manager of the unit;
 - Social protection. Where appropriate, coverage and non-coverage by private and public social security schemes concerning old-age pension, health hazards, occupational injuries and unemployment insurance, and also on current recipients of benefits;
 - Other topics of particular interest were: social dialogue, in particular trade union membership and collective bargaining coverage, labour-related migration and its implications, child labour and gender aspects of the labour market.

86. The conclusions and recommendations of the Seminar seemed to be quite encouraging and drew rather promising perspective for a more extensive use of the Labour Force Surveys as an important source of data on the quality of employment.

87. As a confirmation of the above remit, it could be deemed useful to recall again that since the mid 90's, EUROSTAT has been carrying out a series of EU Labour Force Surveys with both core modules and special ad hoc Modules attached to them to measure various dimensions of quality of work: on matching of training field and job specialisation (since 2003); on the use of part-time and involuntary part-time work (since 2005); on the supervisory responsibilities: gender aspects; on a new core variable on the need for care facilities; on working times (in 2001, 2004); ad hoc module on reconciliation of family and working life (2005); on accidents at work and work-related deceases (1999, 2007), etc.

88. Also, as was mentioned above, since 2002, the ILO has conducted a number of LFS-based Modular Decent Work Surveys³⁷ and tested the collection of additional data on decent

³⁷ E.g. in Kazakhstan, Moldova, Ukraine.

work by integrating additional questions to the core questionnaires of regular Labour Force Surveys.³⁸

89. Finally, as already stated, countries like Australia, Canada, Japan and the United States collect a wealth of qualitative information about their labour force by adding relevant questions to their regular Labour Force Surveys.

Conclusions and recommendations for discussion

90. As was stated at the beginning, the objective of this paper is to propose an international quality of employment framework embracing the European Union, the European Foundation and the ILO Quality of Work and Decent Work Paradigms as well as a set of statistical indicators underpinning it. The paper is also expected to provide basis for discussions at the forthcoming Joint UNECE/ILO/EUROSTAT Seminar on the Quality of Work (18-20 April 2007, Geneva) and other international fora where the issue of measuring the qualitative dimensions of work and labour are on the agenda. The ultimate objective of this work is the development of international recommendations/guidelines on the international framework and statistical indicators to measure qualitative dimensions of work and labour, as well as progress towards Quality of Work and Decent Work.

91. The work carried out in recent years by the ILO, EUROSTAT, the European Foundation, individual countries in the UNECE region and beyond, as well as contributions of the Task Force members, presented and discussed in the paper, have served the basis for the following conclusions and recommendations for discussion:

³⁸E.g. in Azerbaijan, Bahrain, Moldova, the Philippines.

Annex 1

European Union Quality of Work Indicators

1. In line with the Social Policy Agenda, and in order to promote and improve quality of work, the European Commission has developed dimensions and statistical indicators of Quality of Work.
2. The conceptual ground was laid out in a Communication from Commission to the Council, The European Parliament, the Economic and Social Committee and the Committee of the Regions 20.6.2001 "Employment and social policies: a framework for investing in quality".³⁹

3. At the Joint UNECE/ILO/EUROSTAT Seminar of Quality of Work May 2005 in

Geneva,
Esteban
Lozano
(European
Commission,
DG
Employment,
Brussels),
presented a
paper
describing
the current
state of
affairs with
regard to
the
dimensions
and the
quality in
work
indicators.
⁴⁰

4. The
work of the

European
Quality of Work.

The work carried out in recent years by the ILO, EUROSTAT, the European Foundation and individual countries in the UNECE region and beyond, as well as contributions by the Task Force members, presented and discussed in the paper, have served the **basis for the following conclusions and recommendations for discussion at the Fourth Joint UNECE/ILO/EUROSTAT Seminar on the Quality of Work (18-20 April 2007):**

1. The *Quality of Employment* framework, as presented in this paper, can be recommended for use as an international quality of work framework.
2. **In the international context**, the term *Quality of Employment* can be used synonymously with Quality of Work and Decent Work.
3. The ten dimensions and indicators proposed in the generic list of the Quality of Employment Indicators (Section 4.3) are fairly robust and representative of the European Union, the European Foundation and the ILO Quality of Work and Decent Work Paradigms.
4. The core lists "A" and "B" of the Quality of Employment indicators (Section 4.5) provide respectively sufficient scope for an in-depth analysis and an acceptable minimum for a general assessment of a country's Quality of Employment *albeit* Quality of Work or Decent Work.
5. Many countries have already established wider labour force survey programmes on their own or through international assistance, which go beyond the conventional measurement of employment and unemployment. At the supranational level EUROSTAT has been collecting data on quality of work through core and ad hoc modules attached to the EU Labour Force Survey. Stemming from the above, the Labour Force Surveys can be used for collecting additional information on the qualitative dimensions of employment. However the extension of the use of the LFS should not be to the detriment of its main objective which is the measurement of employment and unemployment.
6. The proposed international framework and its statistical indicators can be recommended for testing outside the UNECE region, further discussed and used as a basis for the development of international recommendations/guidelines on the international framework and statistical indicators to measure qualitative dimensions of work and labour, as well as progress towards Quality of Work and Decent Work.

Commission and EUROSTAT has since then mainly focused on adapting the statistical indicators to available sources and simplifying and concatenating the statistical indicators within the framework as well as with regard to other indicators monitoring the Economic and Social Policy.

5. Annex 1 shows the currently used 23 indicators for monitoring and analysing the Quality of Work Agenda. The indicators marked in bold face font are considered key indicators, while the indicators in normal face font are intended for context.

Underlying broad dimension	EU Quality in work dimension	Indicator	Description	Source
Dimension I – Characteristics of the Job Itself	1. INTRINSIC JOB QUALITY	1.1 Transitions by pay level	Transitions between non-employment and employment and within employment by pay level (gross monthly earnings) from year n to year n+1 (By sex)	Statistical information on income and living conditions - SILC
		1.2. Transitions by type of contract	Transitions between non-employment and employment and within employment by type of contract from year n to year n+1 (By sex)	SILC
	2. SKILLS, LIFE-LONG LEARNING AND CAREER DEVELOPMENT	2.1. Life long learning	Percentage of the adult population aged 25-64 participating in education and training (over the four weeks prior to the survey). Annual average (By age, working status, educational attainment – all by sex)	Labour Force Survey - LFS
		2.2. Participation in continuous vocational training	Share of employees participating in continuous vocational training (CVT) (by sex)	Continuing Vocational Training Survey – CVTS
Dimension II – The Work and Wider Labour Market Context	3. GENDER EQUALITY	3.1. Gender pay gap	Difference between men's and women's average gross hourly earnings as percentage of men's average gross hourly earnings (for paid employees) (By public/private sector, age and educational attainment)	Mixed sources
		3.2. Employment gender gap	The difference in employment rates between men and women in percentage points, by age group (15-24, 25-54, 55-64) and by education level (less than upper secondary, upper secondary and tertiary education, according to the ISCED classification).	LFS
		3.3. Unemployment gender gap	The difference in unemployment rates between men and women in percentage points	Eurostat, harmonised monthly unemployment
		3.4. Gender segregation	Gender segregation in occupations/sectors, calculated as the average national share of employment for women and men applied to each occupation/sector; differences are added up to produce a total amount of gender imbalance	LFS

Underlying broad dimension	EU Quality in work dimension	Indicator	Description	Source
			presented as a proportion of total employment (ISCO classification / NACE classification).	
	4. HEALTH AND SAFETY AT WORK	4.1. Accidents at work	Fatal / serious Index of the number of serious and fatal accidents at work per 100 000 persons in employment. (1998=100) (By sex)	European Statistics on Accidents at Work – ESAW
	5. FLEXIBILITY AND SECURITY	5.1. Diversity and reasons for contractual and working arrangements	Total employees in part-time and/or fixed-term contracts plus total self-employed as % of persons in employment. Employees in non-standard employment (part-time and/or fixed-term) as % of total employees. (Breakdown by part-time, fixed-term, part-time and fixed-term.) Total self-employed as % of total persons in employment, (By sex)	LFS
		5.2. Transitions by employment status	Transitions between employment, unemployment and inactivity from year n to year n+1. (By sex)	SILC
		5.3. Transitions into employment/training	Transitions of unemployed people into employment and training from year n to year n+1. (By sex)	SILC
		5.4. Employment rate	Persons in employment in age groups 15 – 24, 25 – 54, 55 – 59, 60 - 64, 65 – 69, 55 - 64 and 20 – 64 as a proportion of total population in the same age group. (By educational attainment and sex)	LFS
		5.5. Long-term unemployment rate	Total long-term unemployed population (12 months or more) as a proportion of total active population (By sex)	Quarterly labour force data - QLFD
		5.6. Early school leavers	Percentage of the population aged 18-24 with at most lower secondary education (ISCED level 2) and not in further education or training (By sex)	LFS
		5.7. Youth unemployment ratio	Total unemployed young people (15-24 years) as a share of total population in the same age group (By sex)	LFS – harmonised unemployment series
	7. WORK ORGANISATION AND WORK-LIFE BALANCE	7.1. Employment impact of parenthood	The difference in percentage points in employment rates without the presence of any children and with presence of a	LFS

Underlying broad dimension	EU Quality in work dimension	Indicator	Description	Source
			child aged 0-6, by sex (age group 20 - 49).	
		7.2. Child care	Children cared for (by formal arrangements other than by the family) up to 30h a usual week/30h or more a usual week as a prop. of all children of the same age group (By age of child)	SILC
	8. SOCIAL DIALOGUE AND WORKER INVOLVEMENT	No indicators yet defined		
	9. DIVERSITY AND NON-DISCRIMINATION	9.1. Employment rate of older workers	Persons in employment in age group 55 –64 as a proportion of total population in the same age group.	LFS
		9.2. Labour market gaps for disadvantaged groups	Gaps on the labour market, such as difference between the employment, unemployment and activity rates for a non-disadvantaged group in percentage points and the corresponding rates for the disadvantaged group (such as non-EU nationals, disabled people, ethnic minorities, immigrants, low skilled people, lone parents, etc. according to national definitions.)	National sources
	10. OVERALL WORK PERFORMANCE	10.1. Growth in labour productivity	Growth in GDP per person employed and per hour worked	ESA95 (System of national Accounts)
		10.2. Labour productivity	Gross domestic product (GDP) divided by number of persons employed and hours worked (GDP in PPS per person employed/per hour worked relative to EU25 average/EU-15 average)	ESA95
		10.3. Youth education attainment level	Percentage of the population aged 20 - 24 having completed at least upper secondary education (ISCED level 3 long). Annual average	LFS

Annex 2

Core ILO statistical indicators of decent work⁴¹

Based on the ILO decent work framework, a core set of statistical indicators has been identified. The indicators are organized under ten headings, supplemented by an 11th concerning the economic and social context in which decent works should be analysed. Each heading is meant to represent a characteristic of work that individuals from around the world would consider as key element of *decent work*. The indicators are listed below, each with a brief statement on its relevance for measuring decent work.

Indicator number	Description	Comment
Indicators relating to employment opportunities		
1	Labour force participation rate Source: Labour Force Survey (LFS)	The labour force participation rate is an overall indicator of the level of labour market activity, and its breakdown by sex and age group gives a profile of the distribution of the economically active population within a country, and for this reason could have been included with the economic and social context indicators.
2	Employment-population ratio Source: LFS	The employment population ratio measures the proportion of the working age population that is employed. Its evolution through time provides information on the extent to which an economy generates work to its growing population.
3	Unemployment rate Source: LFS	The unemployment rate measures the number of unemployed as a percentage of the labour force, unemployed being persons without work, not even for one hour during the reference period, currently available for work and actively seeking work.
4	Youth unemployment rate Source: LFS	The youth unemployment rate measures the number of unemployed as a percentage of the labour force in the age category 15-24 years. It is a targeted indicator of lack of work in both industrialised and low-income countries, as the population most at risk of unemployment is generally the educated youth entering the labour market for the first time in all countries.
5	Share of wage employment in non-agricultural employment Source: LFS	The share of wage employment in non-agricultural employment is proposed as an indicator of employment opportunities, especially for developing countries, because non-agricultural wage or salary employment is the type of employment that many workers in these countries seek. Also, it provides broad information on the relative size of "informal sector employment" in the urban economy.

⁴¹ See: Anker R. et al. *Measuring decent work with statistical indicators*. Policy Integration Department, Statistical Development and Analysis, Working Paper No. 2. International Labour Office, Geneva, Oct. 2002, pp. 71-74.

Indicator number	Description	Comment
<i>Indicators relating to work that should be eliminated or abolished</i>		
6	Percentage of children not at school <i>Source:</i> Child Labour Survey; Data of the Ministry of Education	Decent work must be work that respects the fundamental principles and rights at work accepted by the society. The 1998 ILO Declaration on Fundamental Principles and Rights at Work, which has won broad endorsement across the world community, identifies two forms of work that should be eliminated or abolished: forced labour and child labour (especially hazardous
6		and other worst forms of child labour) ⁴² . The percentage of children not attending school is proposed as a proxy measure for child labour for abolition, as well as being a useful indicator and goal in its own right for child welfare. Indeed, universal school enrolment could be seen as a goal against which the elimination of unacceptable child labour can be measured. No indicator on forced labour can be proposed at present.
7	Percentage of children in wage or self-employment <i>Source:</i> Child Labour Survey	Wage or self-employment of children often occurs under exploitative conditions and is often detrimental to their health, safety and morals. This indicator has several advantages. It excludes unpaid family labour by children, which is often legal at the national level, it is relatively easy to measure with typical labour force survey questions, and it can be analysed in conjunction with data on adult workers, as there is evidence to negatively affect the employment opportunities and wage rates of these workers.
<i>Indicators relating to adequate earnings and productive work</i>		
8	Percentage of employment with low pay rate <i>Source:</i> Establishment Survey	
9	Average earnings in selected occupations <i>Source:</i> Establishment Survey	Occupation earnings are particularly useful for comparing wage trends, and wage differentials between different categories of workers, e.g., between men and women in the same occupations, between workers with different skill-level occupations, or between occupations with different degrees of exposure to pressures of international trade. The choice of the specific occupations to be selected for this purpose is being considered.
<i>Indicators relating to decent hours</i>		
10	Percentage of employment with excessive hours of work <i>Source:</i> LFS	In line with ILO Convention No. 1 which specifies that hours of work per week should not exceed 48, the excessive hours indicator is defined here as the percentage of employed persons whose usual hours of work at all jobs are more than 48 hours per week for economic reasons. The "economic reasons" qualifier is intended to separate this phenomenon from long hours of work for voluntary reasons such as ambition or passion for work, or involuntary reasons such as nature of work, corporate norms, or exceptional circumstances.

⁴² No internationally recognized measures of forced labour and child labour are currently available. However, work is under way by the ILO to develop appropriate definitions and statistical tools for measuring child labour, and to examine the possibility of producing global estimates of forced labour.

Indicator number	Description	Comment
11	Time-related underemployment rate <i>Source: LFS</i>	Time-related underemployment rate is the ratio of the number of persons in time-related underemployment to the total number of persons employed.

Indicators relating to stability and security of work

12	Percentage of employed persons with job tenure of less than one year <i>Source: LFS</i>	
13	Percentage of employees with temporary work <i>Source: LFS</i>	For employees a permanent or indefinite job is usually more secure than an explicitly temporary job. The percentage of employees who have temporary jobs is therefore proposed as a second indicator of job security.

Indicators relating to balancing work and family life

14	Ratio of the employment rate for women with children under compulsory school age to the employment rate for all women aged 20-49 <i>Source: LFS</i>	Failing to directly measure the degree to which workplaces are accommodating to family needs, the proposed indicator measures the extent to which women exercise the option of having children and continuing to work. Its expression is clearest when analysed in relation to the employment rate of all women aged 20 to 49, which is why the proposed indicator is formulated as a ratio.
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Indicators relating to fair treatment in employment

15	Occupational segregation on the basis of sex <i>Source: LFS</i>	Equal opportunity and treatment in employment is an intrinsic human expectation. At the international level, this has been expressed in terms of equality of opportunity in employment and occupation, and equal pay for work of equal value. The most common indicator of the level of occupational sex segregation in a country is the index of dissimilarity that measures the tendency of labour markets to be segmented on the basis of gender. More direct indicators measures the extent to which labour markets are separated into "male" and "female" occupations, e.g., the percentage of female (or male) non-agricultural employment in a female-dominated (or male-dominated) occupation, or the to the total non-agricultural employment in a gender dominated occupation – occupations with at least 80 per cent of workers are either all men or all women. The indicator should in time be expanded to cover other prohibited grounds of discrimination such as race and religion.
16	Ratio of the female share of employment in managerial and administrative occupations to the female share of non-agricultural employment <i>Source: LFS</i>	This indicator measures the extent to which women are in positions of authority and decision-making.

Indicator number	Description	Comment
Indicators relating to safe work environment		
17	Fatal injury rate per 100,000 employees <i>Source: Administrative records/reports</i>	
18	Labour inspection <i>Source: Administrative records/reports</i>	The number labour inspectors per 100,000 employees or covered employees is an indicator of the State's capacity to enforce safe work principles, laws and regulations, hence a proxy measure of prevention efforts.
19	Occupational injury insurance coverage <i>Source: Administrative records/reports</i>	The percentage of the employees covered by employment injury insurance.
Indicators relating to social protection		
20	Public social security expenditure (percent of GDP, separately for total, health services, and old-age pensions) <i>Source: Administrative records/reports</i>	This is the only social protection indicator for which data are currently available and maintained for a substantial number of countries.
21	Public expenditure on needs-based cash income support (percent of GDP) <i>Source: Administrative records/reports</i>	
22	Beneficiaries of cash income support (percent of poor) <i>Source: Administrative records/reports</i> Household Income and Expenditure Survey (HIES)	
23	Share of population over 65 benefiting from a pension <i>Source: Administrative records/reports; LFS</i>	
24	Share of economically active population contributing to a pension fund <i>Source: Administrative records/reports; LFS</i>	
25	Average monthly pension expressed as a percentage of median/minimum earnings <i>Source: Administrative records/reports</i>	

Indicator number	Description	Comment
Indicators relating to social dialogue and workplace relations		
26	Union density rate <i>Source:</i> Trade Union and related workers' organisations records/reports; LFS	An important dimension of decent work is the extent to which workers can express themselves on work-related matters and participate in defining their working conditions. A proposed indicator is the union density rate defined as the number due paying union members as a percentage of total wage employment.
27	Collective wage bargaining coverage rate <i>Source:</i> LFS	
28	Strikes and lockouts <i>Source:</i> Administrative records of responsible Ministry; Trade Union and related workers' organisations records/reports	The proposed indicator is the number of days lost through industrial action per 1,000 wage employees.
Indicators relating to the economic and social context of decent work		
29	Informal sector employment <i>Source:</i> Informal Sector Survey; Extended LFS	Given that informal sector employment is often associated with the absence of various characteristics of decent work such as low pay and social protection, it is proposed to include employment in the informal economy as a decent work indicator.
30	Inflation <i>Source:</i> CPI	
31	Income inequality <i>Source:</i> HIES	Ratio of top 10 per cent to bottom 10 per cent, income or consumption.
32	Poverty <i>Source:</i> HIES	Percent of population subsisting on less than 1\$/day or less than 2\$/day.
33	Education of adult population <i>Source:</i> Population Census; LFS	Adult literacy rate, secondary school graduation rate.
34	Income per employed person (PPP level) <i>Source:</i> SNA	
35	Growth of output per employed person <i>Source:</i> SNA	

Annex 3

Statistical Indicators Measuring Decent Work and Quality of Work Dimensions

ILO Decent Work Indicator	European Union Quality of Work Indicators	European Foundation Job and Employment Quality Indicators
1. Employment opportunities <ul style="list-style-type: none"> • Labour force participation rate • Employment –population ratio • Unemployment rate • Youth unemployment rate • Share of wage employment in non-agricultural employment 	1. Intrinsic job quality <ul style="list-style-type: none"> • Transition between non-employment and within employment and within employment by pay level and type of contract 5. Flexibility and security <ul style="list-style-type: none"> • Persons in employment in age groups 15-24, 25-54, 55-59, 60-64, 65-69; 55-64 and 20-64 as a proportion of total population in the same age group (By educational attainment and sex) 6. Inclusion and access to the labour market <ul style="list-style-type: none"> • Transition between E, U and inactivity • Transition of U into employment and training • Employment rate • Long-term unemployment rate • Early school leavers • Youth unemployment 9. Diversity and non-discrimination <ul style="list-style-type: none"> • E and /or U gaps of 55-64 old, immigrants, disabled people • Gaps on the labour market, such as difference between the employment, unemployment and activity rates for non-disadvantaged group in percentage points and the corresponding rates for the disadvantaged group (such as non-EU nationals, disabled people, ethnic minorities, immigrants, low skilled people, etc.) 	1. Career and employment security <ul style="list-style-type: none"> • Employment status • Youth unemployment
2. Unacceptable work <ul style="list-style-type: none"> • Percentage of children not at school • Percentage of Children in wage or self-employment 	Of relevance to the EU?	None

3. Adequate earnings and productive work <ul style="list-style-type: none"> • Percentage of employment with low pay rate • Average earnings in selected occupations • Employees with recent job training 	2. Skills, lifelong training and career development <ul style="list-style-type: none"> • Percentage of working age population participating in education and training • Share of employees participating in continuous vocational training 	2. Skills development <ul style="list-style-type: none"> • Qualifications • Training • Learning organisation • Career development
4. Decent hours <ul style="list-style-type: none"> • Percentage of employment with excessive hours of work • Time-related underemployment 	Of relevance to the EU?	3. Reconciliation of working and non-working life <ul style="list-style-type: none"> • Overtime work • Long working hours
5. Stability and security at work <ul style="list-style-type: none"> • Percentage of employed persons with job tenure of less than one year • Percentage of employees with temporary work • Perception of future job security 	5. Flexibility and security <ul style="list-style-type: none"> • Percentage of employees working part-time and those with fixed-term contracts • Employees in non-standard employment (part-time and or fixed-term as % of total employees) 	1. Career and employment security <ul style="list-style-type: none"> • Job satisfaction
6. Balancing work and family life <ul style="list-style-type: none"> • Ratio of the employment rate for women with children under compulsory school age to employment rate of all women aged 20-49 	7. Work organisation and work balance <ul style="list-style-type: none"> • Absolute difference in employment rates without presence of any children with the presence of a child aged 0-6, by sex (age group 20-49) • Children cared for (by formal arrangements other than by family) up to 30h a usual week as a proportion of all children of the same age (By age of a child) 	3. Reconciliation of working and non-working life <ul style="list-style-type: none"> • Working/non-working time • Social infrastructure • Impact of children on labour market participation rate
7. Fair treatment in employment <ul style="list-style-type: none"> • Occupational segregation on the basis of gender • Ratio of female share of employment in managerial and administrative occupations to the female share of non-agricultural employment 	3. Gender equality <ul style="list-style-type: none"> • Ratio of women's hourly earnings index to men's for paid employees at work 15+ hours (By public/private sector, age and educational attainment) • The difference in employment rates between men and women in percentage points and by age group (24,25-54, 55-64) and by education level (less than upper secondary, upper secondary and tertiary education, according to the ISCED) • Unemployment gender gap • Gender segregation in occupations/sectors calculated as the average national share of employment for women and men applied to each occupation /sector 	1. Career and employment security <ul style="list-style-type: none"> • Worker's rights: <ul style="list-style-type: none"> - Gender and management position - Pay equity

8. Safe work <ul style="list-style-type: none"> • Fatal injury rate per 100,000 employees • Labour inspection (inspectors per 100,000 employees) • Occupational injury insurance coverage 	4. Health and safety at work <ul style="list-style-type: none"> • Evolution of the incident rate (number of fatal/serious accidents at work per 100,000 persons in employment by sex. 1998 = 100) 	4. Health and well-being <ul style="list-style-type: none"> • Health problems • Risk exposure • Work organisation • Fatal accidents
9. Social protection <ul style="list-style-type: none"> • Public social security expenditure • Public expenditure on needs-based cash income support • Share of population over 65 benefiting from pension • Share of economically active population contributing to pension fund • Average monthly pension expressed as a percentage of median/minimum earnings 	<p>No indicators yet defined?</p>	1. Career and employment security <ul style="list-style-type: none"> • Social protection
10. Social dialogue and workplace relations <ul style="list-style-type: none"> • Union density rate • Collective wage bargaining coverage rate • Strikes and lockouts per 1,000 employees 	<p>No indicators yet defined?</p>	<p>None</p>
11. Social and economic context <ul style="list-style-type: none"> • Inflation • Income inequality • Poverty • Education of adult population • Income per employed person (PPP) • Growth of output per employed person • Informal sector employment 	10. Overall work performance <ul style="list-style-type: none"> • Growth in GDP per person employed and per hour worked • Growth in labour productivity, measured change in the levels of GDP per capita of the employed population per hour worked (in per cent) 	<p>None</p>

Annex 4

Quality of employment through the prism of statistics

1. As emerges from the statistical findings analysed below, the quality of employment in both the formal and informal economies is increasingly coming under pressure. Erosion of the welfare state, cost-cutting induced by competitive pressures, decreasing trade union density in many countries (see Table 1), deregulation in the labour market, changes in the technology and work organisation are all contributing to the process, resulting in the emergence of contingent and less-secured employment contracts in large numbers.

Table 1: Decline in Trade Union density in selected countries

Country name	Year	Membership as percentage of total paid employees
Australia	1996	31.3
	2003	23.1
Canada	1993	37.7
	1998	30.6
China	1996	91.3
	2000	90.3
Denmark	1996	91.4
	2003	87.4
Germany	1991	34.8
	1998	26.1
Japan	1996	23.2
	2003	19.6
Korea, Rep.of	1996	13.3
	2002	11.6
Netherlands	1998	29.0
	2003	27.0
New Zealand	1992	28.8
	1998	17.7
Norway	1996	73.3
	2003	71.9
Philippines	1994	31.0
	2002	26.8
Switzerland	1994	31.5
	2002	25.7
Taiwan	1996	44.6
	2003	38.3
Turkey	1996	67.8
	2001	58.0
UK	1996	31.5
	2003	29.1
USA	1996	14.5
	2004	12.5

Source: UNION2005 database

2. Safety and health at work provides an important indication of job quality. The ILO global estimates show that some 2.2 million, both women and men, succumb to work related

accidents or disease every year. Annual estimates indicate 270 million occupational accidents and 160 million occupational illnesses worldwide. Work related accidents account for 3.9 per cent of all deaths. Occupational accidents and work-related disease affect 15 per cent of the world population. The number of fatal occupational accidents is increasing in Asia and Latin America. Fatal accidents at the work place increased from 73, 500 a year in 1998 to 90,500 in 2001 in China with nearly half a million work-related deaths recorded in 2001. Fatal accidents increased from 29,500 a year in 1998 to 39,500 in 2001 in Latin America. The most deaths among workers occur due to work related diseases. Hazardous substances alone have been estimated to have caused 438,489 deaths a year⁴³.

3. The construction industry was particularly notorious in this regard. At least 60,000 fatal accidents occur at the construction sites around the world each year; one in six fatal accidents occurs at construction sites. In the industrialized countries, such deaths at construction sites account for 25 to 40 per cent of work related deaths, though only 6 to 10 per cent of the workforce is employed in this sector. The main preventable factors that enforcement agencies can target are: exposure to hazardous substances and emissions, shift work and night work, exposure to harmful biological agents in agriculture and elsewhere, poor sanitation and drinking water⁴⁴. Enforcement of Occupational Safety and Health norms needs to be made stricter in construction activities. The economic loss due to work-related fatalities, injuries, illness etc. has been estimated to be around 4 to 5 per cent of the GDP⁴⁵.

4. Job creation and job destruction process has heightened uncertainties and insecurities in the workplace with potentially adverse impact on working conditions. European buyers had reportedly switched from the suppliers of ready-made garments in Thailand to the suppliers in China and Vietnam to take advantage of 30 per cent lower labour costs⁴⁶. This has, reportedly, led to loss of work and pay, both for the factory workers and the home workers in the Thai garment industry⁴⁷. Reportedly, 123,000 jobs were lost and 150 factories were closed in the apparel industry in Caribbean, when production moved to Mexico to take advantage of duty free environment in the USA following NAFTA⁴⁸.

5. Job destruction is occurring through multiple channels from shifting of manufacturing location from one country to another to take advantage of cheap labour or duty free regime, to closure of enterprises due to competition with imports. For instance, according to one estimate, 3 million jobs have been lost due to the closure of small units producing mustard seed oil in India following import of cheap Soya based cooking oil from the Americas⁴⁹.

6. As follows from Tables 2 and 3 below, in many countries public sector employment is dwindling, whereas part-time employment is on the rise.

⁴³ ILO. *World Day for Safety and Health at Work 2005: A Background Paper* (Geneva, ILO).

⁴⁴ ILO. *World Day for Safety and Health at Work 2005: A Background Paper* (Geneva, ILO).

⁴⁵ WHO. *Occupational health*. http://www.who.int/occupational_health/en/ visited on 17 February, 2006.

⁴⁶ Marilyn CARR and Martha CHEN.2004. "Globalization, social exclusion and gender", *International Labour Review*, Vol.143, No.1-2 (Geneva, ILO), p.137.

⁴⁷ Frances Lund and Jillian Nicholson (eds.).2004. *Chains of production, ladders of protection: Social protection for workers in the informal economy*. Geneva, ILO/World Bank, cited in Marilyn CARR and Martha CHEN (2004), p.137.

⁴⁸ Marilyn CARR and Martha CHEN (20200404), p.138.

⁴⁹ Vandana Shiva.2000. *Stolen harvest : The hijacking of the global food supply*. London, ZED Books, cited in Marilyn CARR and Martha CHEN (2004), p.146.

Table 2: Ratio of public sector employment to total employment in selected countries

Country	1995	2003
Albania	0.24	0.20
Armenia	0.50	0.23
Australia	0.24	0.16
Azerbaijan	0.56	0.31
Belarus	0.60	0.53
Bulgaria	0.77 (data relates to 1996)	0.37
Canada	0.22	0.19
Croatia	0.49 (data relates to 1996)	0.35
Denmark	0.35(data relates to 1996)	0.34
Estonia	0.39	0.26
Finland	0.27	0.26
Georgia	0.42	0.24
Hungary	0.35	0.31
Latvia	0.41	0.38
Lithuania	0.49	0.39
Moldova, Rep.of	0.29(data relates to 1996)	0.25
Poland	0.37	0.27
Romania	0.50	0.24
San Marino	0.29	0.24
Slovakia	0.44	0.27
Spain	0.18	0.16
Sweden	0.41	0.34
Ukraine	0.47	0.31

Source: Calculated from the ILO database LABORSTA.

7. Furthermore, the statistical findings highlighted below reveal that there are serious shortcomings in all of the areas that define the quality of employment:

8. Around 12.3 million people lack even the most basic freedom at work and are tapped in forced labour. Nearly ten million of them are exploited through forced labour in the private sector, while the remainder is subjected to forced labour by States. The majority of forced labourers, around 9.5 million, are in Asia, but there are substantial numbers in Latin America and the Caribbean (1.3 million), sub-Saharan Africa (660,000) the Middle East and North Africa (260,000), but also in transition countries (210,000) and in industrialized countries (360,000).⁵⁰

9. Another gross violation of the fundamental principles is child labour. In 2000, there were an estimated 245.5 million child labourers world-wide, of whom 170.5 million were engaged in hazardous work (such as mining and quarrying) and a further 8.4 million in the unconditional worst forms of child labour (including forced and bonded labour, prostitution and drug trafficking).⁵¹

⁵⁰ ILO (2005): *A Global Alliance against Forced Labour*. Global Report under the Follow-up to the LO Declaration on Fundamental Principles and Rights at Work. Geneva, International Labour Office.

⁵¹ ILO (2002): *A Future without Child Labour*. Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. Geneva, International Labour Office.

10. Unsustainably long working hours are a major problem in many developing and industrialized countries. In the United States, Australia, New Zealand and Japan, 20 per cent or more of the workforce spent at least 50 hours at work.⁵² In China, a majority of workers are working in excess of the statutory 40 hours per week and more than 21 per cent 50 hours or longer.⁵³ While a majority of those working long hours in the industrialized countries would prefer to work less, attitudes towards long hours are less negative in China.

Table 3: Increase in part-time employment rate in selected countries

Country	Year	Part-time employment (%)
Argentina	1998	19.9
	2003	29.3
Austria	1995	11.1
	2004	15.5
Finland	1991	7.9
	2004	11.3
France	1991	12.0
	2004	13.4
Germany	1991	13.4
	2004	14.9
Ireland	1991	10.4
	2004	18.7
Italy	1991	9.0
	2004	14.9
Japan	1991	11.3
	2004	20.0
Luxembourg	1991	8.8
	2004	14.6
Netherlands	1991	28.6
	2004	35.0
New Zealand	1991	20.6
	2004	22.0
Poland	1997	11.9
	2004	12.0
Portugal	1991	8.8
	2004	9.6
Romania	1994	13.3
	2000	16.4
Slovenia	1993	3.6
	2000	6.1
Spain	1991	4.4
	2004	8.3
Switzerland	1991	22.1
	2004	24.9
United Kingdom	1991	20.7
	2004	24.1

Source: ILO database KILM4.

⁵² J.C. Messenger (ed) (2004): *Working Time and Workers' Preferences in Industrialized Countries: Finding the Balance*. Routledge.

⁵³ Xiangquan Zeng et al. (2005): *Working time in transition: the dual task of standardization and flexibilization in China*. ILO Conditions Geneva, International Labour Office.

12. The quality of employment is also about *working poor* who are defined in the context of this paper as all employed persons whose earnings fall below an accepted poverty line.⁵⁴ Notably, the phenomenon of *working poor* is becoming more and more pressing and increasingly present not only in low-income countries but also in high-income economies. By way of illustration, Table 4 shows the percentage of working poor in selected Member States of the European Union.

Table 4. Share of working poor in the employed population: European Union, 2006⁵⁵

Country	Minimum wage in Euros	Share of working poor in the employed population (%)	Median wage in purchasing power parity
Austria	-	6	92.6
Belgium	1,158.8	4	106.1
Denmark	-	3	-
France	1,140.5	8	104.8
Finland	-	6	84.1
Germany	-	4	-
Greece	681.8	13	40.3
Ireland	895.7	7	90.5
Italy	-	10	85.3
Netherlands	1,196.3	8	114.8
Portugal	527.2	12	41
Spain	526.6	10	77.7
Sweden	-	3	-
United Kingdom	968.4	6	100

Source: Eurostat, ECHP

13. The notion of quality of employment extends beyond the formal labour markets to include the conditions of casual and contract labourers, unregulated wage employment, self employed and micro- enterprises that form the bulk of the rural and informal economies. In Latin America, the informal economy represents 60 percent of total employment. In Africa it accounted for over 90 percent of all new urban jobs in the past decade.

14. Underemployed and overworked, the working poor, a significant proportion of whom are women, are often trapped in the vicious cycle of low productivity, low earnings, weak protection, and limited voice in influencing the policy agendas including poverty reduction strategies. For the extreme poor, improving the quality of employment is about moving beyond subsistence to existence.

15. Expanding trade, the flow of foreign direct investments, and changes in technology and production systems have increased job opportunities, but are also feared to have affected negatively the quality of employment, especially as it concerns job security, returns to labour and basic protection. There is evidence showing an increase in contract labour, part-time and other

⁵⁴ Peek, Peter. *Decent Work Deficits around the Globe: Measuring Trends with Index*. Mimeographed. Policy Integration Department, ILO, Geneva, August 2006.

⁵⁵ Cazenave, M.C., *Les travailleurs pauvres dans les pays développés*, in *Les travaux de l'Observatoire national de la pauvreté et de l'exclusion sociale 2005-2006*. La Documentation française. Paris, 2006.

involuntary flexible working arrangements and transition from formal to informal types of employment. These may have several origins, but are causally related to a response to heightened competition in the global economy.

16. On the other hand, the increasing social consciousness, including by consumers groups, have brought up on the policy agenda the priorities of social protection and social dialogue in the process of restructuring and adjustment to the global economy. Corporate social responsibility is on the policy agenda of major corporations. The practice at the country level in the last few years has shown the limits of voluntary initiatives and the need to refer to an internationally agreed benchmark and social floor.

17. International labour standards provide the universal foundation for the governance of labour markets in open economies and societies, a level playing field, a safeguard against race to the bottom and a safety net in times of economic crises. There are new emerging good practices for public/ private partnerships for promoting effective monitoring of social compliance that could show the way forward.

18. There is ample room for improving quality of employment even at low income levels. Poverty reduction is about improving rights and capabilities. Freedom from debt bondage, child and forced labour, discrimination based on gender, creed, ethnic and social origin and the opportunity to organize and participate are at the basis of unleashing and promoting economic opportunities and capabilities. These are also the values expressed in the ILO Declaration on Fundamental Principles and Rights at Work⁵⁶ and an essential part of the development agenda.

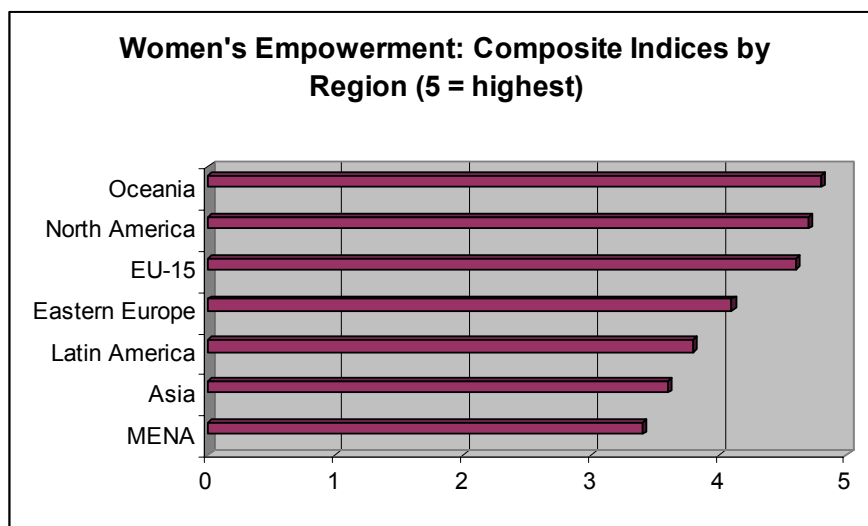
19. The development community and policy makers should be equally concerned with opening up new opportunities for job creation and with upgrading the quality of employment when setting the national agendas. As noted earlier, the data suggest that economic development today is neither a rapid nor linear trajectory toward ever higher value addition: attention needs to be paid equally to creating jobs and to improving existing ones. Nor does the quantity and quality of employment need be cast as opposing goals, but rather as a comprehensive perspective of employment policy that aims at expanding opportunities, upgrading the quality of jobs, while maintaining the capacity for economic flexibility and adjustment to rapidly changing circumstances

20. Gender equality is a significant dimension of the quality of employment. While there is evidence that the gender pay gap is slowly narrowing in many countries, substantial differences remain. In the old EU member countries, women earn about 16 per cent less than men when working in the same occupation.⁵⁷ In manufacturing, where more comprehensive data are available, several countries record gender pay gaps in excess of 30 per cent,⁵⁸ as illustrated in the table below. Attention should therefore be paid to closing the gender gap in wages and earnings, but also in access to assets and opportunities in the formal and informal economies, and looking into new patterns of employment such as part time and home work where women predominate.

⁵⁶ International Labour Office. *Declaration on the Fundamental Principles and Rights at Work*. Geneva, 1998. <http://ilo.org/declaration>

⁵⁷ Commission of the European Communities (2003): *Gender pay gaps in European labour markets – Measurement, analysis and policy implications*. SEC(2003)937. Brussels, Commission of the European Communities.

⁵⁸ ILO (2006): *Key Indicators of the Labour Market*, 4th edition. Geneva, International Labour Office, Chapter 1B.



21. The figure above, constructed by the World Economic Forum, ranks regions on the basis of a composite measure of women's empowerment.⁵⁹ The measure includes indices of economic participation, economic opportunity, political empowerment, educational attainment, and health and well-being. While there would appear to be at least some correlation between women's empowerment and regional income, many other factors as well are associated with differences in empowerment.

22. Effective social protection strategies with extended coverage are a key component of policies to improve the quality of employment and life and an investment in enhancing further opportunities for growth and economic prosperity.

⁵⁹ Augusto Lopez-Claros and Saadia Zahidi, Women's Empowerment: Measuring the Global Gender Gap, Geneva: World Economic Forum, 2005, p. 12.

Annex 5

Definitions of the core set of the Quality of Employment Indicators: short list:⁶⁰

Employment-population ratio =

$$\frac{100 \times \text{Number of employed persons}}{\text{Population 15 years and over}}$$

Male-female labour force participation gap =

$$100 \times \frac{\text{Male labour force}}{\text{Male pop 15yrs+}} - 100 \times \frac{\text{Female labour force}}{\text{Female pop 15yrs+}}$$

Unemployment rate =

$$\frac{100 \times \text{Number of unemployed persons}}{\text{Labour force}}$$

Youth share of unemployment =

$$\frac{100 \times \text{Number of unemployed 15 – 24 yrs old}}{\text{Total number of unemployed persons}}$$

Low hourly pay of rate =

$$\frac{100 \times \text{Number of employees with hourly basic pay below 50\% of median basic pay}}{\text{Total number of employees}}$$

Excessive hours of work =

$$\frac{100 \times \text{Number of employed persons working 49 hours or more per week at all jobs}}{\text{Total number of employed persons}}$$

⁶⁰ As proposed by Mehran, Farhad. See: *Report on Mission to the Philippines Measuring Decent Work with Statistical Indicators*. Mimeographed. Annex 2, Statistical Development and Analysis, ILO Policy Integration Department, June 2003.

Hazardous occupations =

$$100 \times \frac{\text{Number of employed persons in hazardous occupations according to draft ILO list}}{\text{Total number of employed persons}}$$

Informal employment =

$$100 \times \frac{\text{Number of informal employees} + \text{Number of informal self-employed persons}}{\text{Total number of employed persons}}$$

Informal employees = Employees with informal employer-employee relationship determined based on combination of (i) Written contract, (ii) Paid sick or injury leave, (iii) Paid annual leave, (iv) Social security contributions, (v) Dismissal for maternity, and (vi) Dismissal without advanced notice.

Informal self-employment = All contributing family workers and own-account production workers of goods for own final use; Own-account workers and employers operating informal sector enterprises determined on the basis of (i) size of enterprise, (ii) registration, and (iii) tax payment.

Temporary employment =

$$100 \times \frac{\text{Number of employed persons with short-term, seasonal or day-to-day jobs}}{\text{Total number of employed persons}}$$

Lack of representation at work =

$$100 \times \frac{\text{Number of employees with no representation at work}}{\text{Total number of employees}}$$

Representation at work = in a unionized enterprise or in a enterprise with Labour Management Council (LMC) or in an enterprise having regular forum for dialogue between workers and the employer

Children not at school =

$$100 \times \frac{\text{Number of children 5-14 years old not currently attending school}}{\text{Total number of children 5-14 years old}}$$

Old age without pension =

$$100 \times \frac{\text{Not economically active population 65 years old and over without pension}}{\text{Total not economically active population 65 years old and over}}$$

Pension = Pension from own past employment, excluding social security benefits
accorded to beneficiaries irrespective of past employment.

Annex 6

ILO INTERNATIONAL SEMINAR ON THE USE OF NATIONAL LABOUR FORCE SURVEYS FOR COLLECTING ADDITIONAL LABOUR-RELATED STATISTICS (GENEVA, 24-26 OCTOBER 2005)

Report⁶¹

1. The ILO International Seminar on the Use of National Labour Force Surveys for Collecting Additional Labour Related Statistics was held on 24-26 October 2005 in Geneva. It was attended by representatives of the national statistical offices of Australia, Bangladesh, Brazil, Canada, Finland, Italy, Mali, Moldova, The Philippines, South Africa, Uganda, Ukraine, and the United States of America as well as delegates representing workers' and employers' organisations. The Seminar was also attended by representatives from the Statistical Office of the European Commission (EUROSTAT), the Organization for Economic Cooperation and Development (OECD), the Statistical Programme of Women in Informal Employment: Globalizing and Organizing (WIEGO), and ILO officials from headquarters and regional offices.

2. In line with the agenda of the seminar, after an introduction describing the purpose and background of the seminar by Mr. Peter Peek, Manager, ILO Statistical Development and Analysis Unit, and Mr. Sylvester Young, Director, ILO Bureau of Statistics, national experiences in collecting additional data from labour force surveys were presented for twelve countries and discussed during the first two days of the seminar.⁶²

3. The key conclusions that emerge are listed below:

- There was a general agreement that the extension of national labour force surveys to collect additional data on labour-related issues beyond the measurement of employment and unemployment and their main demographic and economic characteristics presents a number of advantages but has also limitations.

The key advantages are:

- *Insight.* The inclusion of additional topics in national labour force surveys provides an opportunity to improve the understanding of the employment and unemployment situation in different countries within a wider framework. As the broad employment and unemployment aggregates cannot adequately reflect all aspects of labour market conditions, such complementary data may prove to be highly informative.

⁶¹ http://www.ilo.org/public/english/bureau/integration/download/events/5_3_68_finalreport.pdf

⁶² The papers and presentations prepared for the seminar may be found at <http://www.ilo.org/public/english/bureau/integration/index.htm>. The attention of the seminar was also drawn to the website on labour force surveys recently established by the ILO Bureau of Library and Documentation Services and the Statistical Development and Analysis Unit, with links with national labour force survey results and documentation <http://www.ilo.org/dyn/lfsurvey/lfsurvey.home>.

- *Flexibility.* Extension of labour force survey programmes, implemented cautiously, provides flexibility for collecting data on new and emerging issues in the labour market, such as working time arrangements, child care, earnings, job-search experience, trade union membership, informal sector employment, and travel-to-work and commuting time. It also provides flexibility on the tempo and scope of data collection on the added topics.
- *Coherence.* Collecting additional labour-related data as part of national labour force survey programmes imposes a desired coherence on concepts and definitions, and permits the study of relationships for identical target populations.
- *Carry-over.* In an adequately designed labour force survey programme, the labour force information obtained in the core survey may be carried over in the added parts of the survey thus simplifying data collection and enriching the analysis of the results.
- *Efficiency.* The use of the same statistical infrastructure for collecting additional labour-related data as that of the national labour force survey results in efficiency in the use of scarce resources and possibly in lower cost per unit of information.
- *Exploring ground.* Under appropriate conditions, a labour force survey instrument with a supplementary data collection programme can provide the opportunity to explore the topics or methods that might then be used or incorporated into the core survey as new items or as refinements of existing ones.

The main limitations are:

- *Cost.* Extension of labour force surveys implies an increase in the total cost of the survey both in terms of the variable cost of survey operations and the fixed cost of survey planning and organisation, although the marginal cost of the added items may be relatively insignificant.
- *Selectivity.* Because of sample size limitations, not all labour-related items may be subject to additional data collection through labour force surveys. For example, phenomena that concern a restricted population group or concentrated on particular geographic areas may need special survey designs or substantial increases in sample size.
- *Interview burden.* Collecting additional data imposes a higher response burden on the survey respondents with possibly negative impact on the quality of the data and future participation in the survey programme. It also entails an added burden on interviewers' work load with its own effect on the accuracy of the data obtained during interviewing.
- *Potential impact on core topics.* The incorporation of additional topics in a regular labour force survey programme may introduce adverse effects on the core topics of the survey that may not become immediately visible.
- *Complexity of survey operations.* The introduction of additional topics in a labour force survey programme raises the complexity of the survey operations, not only in terms of

questionnaire design and data collection, but also in terms of training of the interviewers and orderly processing and dissemination of the survey results.

- Given these considerations, it was generally agreed that topics designated for inclusion in extended national labour force surveys should satisfy strict conditions:
 - *Relevance*. The choice of additional labour-related topics for data collection should be formulated within a conceptual framework of national concern. The ILO *decent work* agenda based on the four pillars of productive employment, social protection, rights at work and social dialogue was given as an example a conceptual framework for the collection of labour-related data through extended labour force surveys.
 - *Appropriateness*. The appropriateness of each new item for labour force survey measurement should be established, and weighted against alternative sources of data collection. A related issue is whether the supplementary inquiry covering the additional items should be an integral part of the labour force survey or designed as a follow-up survey.
 - *Feasibility*. Supplementary topics to be considered for inclusion in a labour force survey programme should be of a feasible nature, i.e., they should elicit accurate responses from the respondent, particularly, if the survey design allows for proxy responses. It is crucially important to field test each potential supplementary topic within a labour force survey data collection environment before introducing the topic in the programme.
 - *Precision*. The precision required in the measurement of supplementary topics should be within the order of the magnitude that is achievable by the sample size of the core survey or lower. In this respect, particular care should be taken in introducing supplementary topics that concern a narrow population group or need to be analysed in conjunction with a large number of other variables.
 - *Timeliness*. The analytical plan of the supplementary survey should be designed before hand and the dissemination of the results should be scheduled within an acceptable time frame, not necessarily at the same time of the release of the core survey results.
- Extension of labour force surveys should be examined within the framework of a labour force survey programme with appropriate periodicity and survey design:
 - *Periodicity*. Supplementary topics attached to a labour force survey programme may be collected with a periodicity that differs from the periodicity of the core labour force survey. The appropriate periodicity for supplementary surveys may vary from topic to topic depending on users' requirement and the nature of the evolution of the measured phenomena, as well as on the availability of resources. In general, while some topics may be covered on a regular basis with fixed periodicities, others may be covered once or at irregular intervals to meet specific need for information.
 - *Survey pattern*. The design of the supplementary surveys should take advantage of the sampling scheme of the core survey. For example, if the sample design of the core survey

involves a rotation scheme, data collection on supplementary topics of sensitive nature may be limited to the outgoing rotation group, in order to avoid or limit any potential impact of the supplementary questions on responses to the core survey items in subsequent interviews.

- *Sub-sampling.* In certain survey environments, for example where the labour force survey programme is punctual or where the precision requirements for some of the supplementary topics are not as stringent as that of the core survey or where the supplementary data may be rolled over a number of survey rounds, the data collection on the supplementary topics may be carried out on a sub-sample basis. Sample selection at the sub-sample level for the supplementary survey may not necessarily correspond to a specific part of the sampling pattern of the core survey.
- Main topics that were discussed for coverage by extended labour force surveys included:
 - Earnings of the employed population or particular sub-groups.
 - Hours of work of the employed, including time-related underemployment of short-hour workers and excessive hours of work of long-hour workers.
 - Stability of employment measured in terms of continuity or discontinuity of employment over a given period of time (e.g., the distinction between regular, seasonal and casual workers).
 - Informal sector and informal employment and their components, measured in terms of the characteristics of the production unit in which the worker is engaged and the employment conditions of the worker, respectively. Care should be taken to limit data collection on production units to items that the worker tends to know about, especially, where the worker is not the owner-manager of the unit.
 - Social protection. Where appropriate, coverage and non-coverage by private and public social security schemes concerning old-age pension, health hazards, occupation injuries and unemployment insurance, and also on current recipients of benefits.
 - Other topics of particular interest were: social dialogue, in particular trade union membership and collective bargaining coverage, labour-related migration and its implications, child labour and gender aspects of the labour market.

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