

# LABOUR PARTICIPATION AND SOCIAL SECURITY IN THE MALTESE ISLANDS, 1967\*

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## ABSTRACT

Information from the 1967 population census is analysed to test the influence of a variety of factors on the decision to join the labour market and on unemployment. The characteristics of the unemployed are also examined.

Among the more important conclusions, we found that labour participation was significantly lower in the Islands than in other countries.

We also conclude that low earnings were not an important cause of family poverty as defined by the income guaranteed by social security in 1967. Its corollary is that the benefits paid were very low in relation to earnings. Introducing a retirement condition for men, raising National Insurance contributions, and providing more finance from general taxation led to an unprecedented increase in the level of benefits for all contingencies.

Finally we found that economic factors dominated the decision to join the labour force and unemployment, but those not gainfully employed usually had some alternative means of support. Typically the unemployed were young and unmarried, and they relied on their family for support since few are eligible for social security.

## 1. INTRODUCTION

The reports of the 1967 population census provide a rich source of economic data on the Maltese Islands. These are analysed to identify the factors affecting labour force participation and unemployment, and to describe the characteristics of the unemployed. These facts are then related to the provision of social security in 1967 in order to indicate how far the latter has succeeded in its objectives to maintain income levels and alleviate poverty. We

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begin by briefly describing the provision in 1967. The next two sections are given over to an analysis of labour force participation and unemployment. The last section is devoted to a discussion of some of the policy implications of our analysis. The reader is referred back to the original reports for further economic data.

## 2. SOCIAL PROVISION

In this section we briefly outline the provision for the unemployed and aged in 1967.<sup>1</sup> The provision had and still has much the same structure as in Britain, with two schemes running in parallel: the contributory non-means tested National Insurance Act (1956) provision, and the non-contributory means tested National Assistance Act (1956) and Old Age Pensions Act (1948) provisions.

All those working, except those casually employed or earning £104 or less annually, must participate in the contributory scheme; voluntary membership is available to others including the non-employed. Benefits are paid on an individual basis with supplementation for married men, and information on the scales at the time of the 1967 census is given in Table 1.

At the time of the 1967 census *all* contributors who had reached the age of 60 years in the case of women and 63 years in the case of men, were eligible for an old age pension. It had been planned to reduce the age limit by stages to sixty years for men, but this development was frustrated by a change of Government which imposed a retirement condition for men between the ages of 61, when they are now first eligible, and 65. In 1967 one-third of men aged sixty and over benefited from one. This proportion will increase considerably as more of the aged are in a position to have contributed. The position of the permanently disabled is also favourable, although the non-employed contributors are not covered. A pension is paid until a person is old enough to be eligible for an old age pension or until he takes up work, and its scale is at the same level as the old age pension.

On the other hand, the contributory scheme is far less satisfactory for the unemployed. Only employees over nineteen years of age are covered, and their benefits are exhausted after six months. The provision for the sick is exactly the same as for the unemployed except that the self-employed are also eligible.

<sup>1</sup>A fuller description of present provision and its history may be found in (Milne, 1973, Chapter 7).

status)<sup>3</sup> at first rising and then falling with age. A significant proportion of those aged sixty and over worked, but the proportion for married women was particularly low. No systematic variation by age was evident for women, except for single women, whose variation was the same as for men.

There was also a systematic variation by marital status for men and women. It was more common for married men than single men to work, and least common for widowers. Hardly any married women worked, and the proportion of widows was small. In contrast, a large proportion of single women worked, even those aged sixty and over. The variation by marital status for men and women undoubtedly reflects the dependent status of women in the Islands, a conclusion supported by the reasons given for not being available for work (Table 4).

Young men and women not available for work tended to be in full-time education. Women who were not gainfully employed or in full-time education usually helped at home. In contrast, men generally retired because they had sufficient financial provision apart from earnings. However, some men were not available for work because of permanent disability, a problem whose magnitude is not considerably smaller than that of unemployment (Table 2). Social security provision is available for them, but as we note later (Section 5) the scale of benefits is low compared with income from employment.

As in many other countries, low or zero incomes are not only due to unemployment or disability. A small proportion of those working were not paid at all (Tables 2 and 5), although they generally helped their family and benefited indirectly (*Malta 1, p. lxxviii*). We delay till Section 5 an assessment of the incidence of family poverty due to low earnings. For this assessment we use the data on the distribution for all employees (Table 6) and on average earnings of men and women of specified age groups (Table 7). We note in passing that average weekly earnings of men and women were £9 and £5, respectively, and that an analysis of the hours worked shows that most employees, particularly men, worked a full week (Table 8), and low earnings were primarily a reflection of low

<sup>3</sup>In interpreting the tables standardization of the other variables will be assumed in the rest of the text unless the contradiction is explicitly stated.

The main purpose of the other scheme, the non-contributory means tested provisions, is to guarantee income levels according to the size of the household. Data on the levels guaranteed at the time of the 1967 census are also given in Table 1. Provision is available whether or not the beneficiary works, and makes good many of the serious deficiencies of the contributory scheme just described. For example, income supplementation is common, and coverage is available for those not eligible for the contributory scheme: although not all those eligible for supplementation apply.<sup>2</sup> Those aged sixty and over are treated on an individual basis, but others are treated on a household basis. The definition of 'household' used in administering provision is 'persons living together as a family'.

### 3. LABOUR PARTICIPATION

All persons in the 1967 census aged 14 and over were classified in one of three groups: not available for work, at work, and unemployed. Information on their distribution and on other basic labour statistics is given in Table 2.

The usual definition of the labour force, those at work plus the unemployed, is adopted in this paper. In the census those 'at work' were defined to 'include(s) all persons including family workers, who worked during the week ending 28th October 1967, or who had a job in which they already worked but from which they were temporarily absent because of illness or injury, industrial dispute, absence with or without leave or temporary disorganization of work due to such causes as bad weather or mechanical breakdown' (*Malta 1, p. 446*). The proportions of men and women aged 14 and over who said they were in the labour force are 76 per cent and 18 per cent. This proportion is very low compared with many other countries, even when we consider the problem of making international comparisons (*Turnham, 1971, p. 24*).

Information on the labour force participation rates for men and women by age and marital status is presented in Table 3. There is a systematic variation for men by age (standardized for marital

<sup>2</sup>Evidence of the 'take-up' problem is available for 1948 and 1957 (*Milne 1973, p. 233*), but it was not possible to estimate its magnitude in the latest census year, 1967.

wages and not of a short working week.<sup>4</sup>

In this section we have shown that the decision to be a member of the labour market in 1967 varied with the age, sex and marital status of the person. Those who did not work tended to have a dependent status. Men earned much more than women, and the variation in earning, particularly by age, but also by sex, was determined by the wage rate offered rather than by the length of the working week.

#### 4. UNEMPLOYMENT

The unemployed were defined in the census as those available for work who had been out of work for at least one week ending 28th October 1967. Included among the unemployed are those not seeking work. The proportions of men and women in the labour force unemployed at this time were 8.1 per cent and 6.4 per cent.

Information on the proportion of the labour force unemployed by age, sex and marital status is given in Table 9. Unemployment was higher for men than women and fell with age for both sexes. This variation has been found in other developing countries (*Turnham, 1971 pp. 47-50*). On the other hand, there was no systematic variation by marital status.

Information is also available on male and female unemployment by educational attainment (Table 10). Unemployment was relatively low among those with no education and among those with a great deal. This variation has also been found in other developing countries (*Turnham, 1971, pp. 50-52*). No information is available to test the influence of other factors on unemployment in 1967.

Elsewhere we have analysed unemployment trends between 1956 and 1971, a period when considerable economic development had taken place (*Milne, 1974*). We found that male and female unemployment largely varied because of changes in demand deficiency, i.e. by how far the overall level of the demand for output exceeded the capacity of the economy to produce that output. Another factor found to be important was the opportunity cost of working: that

<sup>4</sup> Using cross-sectional data on 32 industry headings gives an elasticity of average hours worked with respect to the average hourly wage of  $-0.1$ . A value of  $-1.0$  would mean that the hours worked were adjusted so that all earned the same weekly income. The low absolute magnitude of the elasticity implies that weekly earnings depended mainly on the hourly wage rate.

male and female unemployment fell when wages rose in relation to unemployment benefit, even though only a few of the unemployed at any one time are eligible for the benefit. Finally, we found that unemployment for men had increased over time, but had decreased for women. Thus not only are more women coming on the labour market, but their doing so has been partly due to the desire by employers to substitute them for men.

The characteristics of the unemployed by age, sex and marital status are given in Table 11. Typically the unemployed were young and single, although an appreciable proportion of the unemployed men were married.

The proportions of unemployed men and women who were not seeking work were 18 per cent and 9 per cent respectively. Information on their distribution by age and marital status is given in Table 12. Those not seeking work tended to be younger than the unemployed as a whole, and in the case of men were more likely to be single (cf. Tables 11 and 12). They were thus typically more able to depend on their family for support, in a society where men are bread-winners. Undoubtedly it is the possibility of finding this support that contributed to the decision to stop looking for work: certainly this conforms to casual observation.

Those not looking for work were asked why. In this paper we present the answers given by single men, distributed by the main reason and age (Table 13). Seasonal unemployment and the lack of suitable jobs were rarely given as the main reason. On the other hand, many had given up hope of finding a job in Malta, and some were in the process of emigrating. This common response is hardly surprising since as we see shortly those not seeking work at the time of the census had been out of work longest.

The proportions of unemployed men and women who were looking for their first job were 29 per cent and 53 per cent respectively. Most were single and under nineteen years of age; and hardly any were over the age of thirty.

The proportions of unemployed men and women in the residual group, looking for their second or subsequent job, were 53 per cent and 38 per cent respectively. Information on their distribution by age and marital status is given in Table 14. We find a much more even distribution by age and marital status among the unemployed seeking their second or subsequent job than among the unemployed as a whole (cf. Tables 12 and 14). Their distribution relates much

more closely to the characteristics of the labour force, indicating that the variation in the probability of being unemployed by age after one had secured a job is less marked than indicated in Table 9.

Information is also available from the 1957 census to permit an analysis of time out of work. We first describe the variation by sex and marital status, shown in Table 15. Except for those whose spouse has died, we find women were out of work longer than men, even after account is taken of non-specification. Among men we find married persons were out of work for a shorter period than single persons; and widowers were out of work longest of all. Married women were out of work longer than single women. It is not possible to rank widows due to their small number.

Information on time out of work is also available by age and sex, and is presented in Table 16. Those aged sixty and over are excluded because of their small number. The time out of work tended to increase with age for men and women, although the age gradient cannot be estimated given the systematic variation of non-specification with age. We also find confirmation that, except for those in their fifties, women were out of work longer than men.

We were not able to standardize for age and marital status simultaneously, and it is possible that one or other rather than both influenced the probability of being unemployed. For example, it may be because men are married and not widowers, rather than because they are young, that explains their shorter period of unemployment. And again, it may be because women are single and not married, rather than that they were younger, that explains their shorter period of unemployment.

The influence of educational attainment can also be tested, but to avoid the direct influence of age, or its association with marital status, we restrict our population to men and women in their twenties (Table 17). This population embraces the largest single age group of whom practically all had completed their education. Once again when comparison is possible (i.e. for primary and secondary school graduates) women tended to be out of work longer than men. Among men, the time out of work tended to fall with educational attainment, but it is not possible to estimate the educational attainment gradient because non-specification varied systematically with attainment. No clear cut influence is discernible for women because all but five left school at the primary or secondary level.

However, although no obvious difference in the distribution by time out of work is discernible between primary and secondary school leavers, we cannot infer that education did not have the influence for women that we identify for men.

Finally, we can test whether the decision to seek work was influenced by the time out of work, and whether those seeking work who have never had a job were unemployed for a longer or shorter period than those who had been employed. The relevant data are given in Table 18. In order to take account of the influence of marital status (direct, or implicit because of its association with age), the comparisons are limited to single men and women.

About half of those unemployed and not seeking work did not say how long they had been unemployed. However, non-specification was low for those seeking work and their distributions are very different from that for those not seeking work. We therefore conclude that those not seeking work were out of work longer than those who said that they were still seeking work. This result is hardly surprising; not only does long term unemployment discourage the unemployed from seeking work, but those who do not look for work are more likely to remain unemployed. Among those looking for work, those who had had a job were out of work longer than those who had never been employed. This result is not obvious. In all three categories defined, women were out of work longer than men.

The conclusions reached in this section are as follows. Unemployment was systematically influenced by age, sex, educational attainment but not by marital status. The unemployed were typically young single persons and had been out of work at least six months. A small but significant proportion no longer looked for a job and it was they who had been out of work longest. The time out of work varied systematically by sex, education, age and/or marital status.

## 5. DISCUSSION

In this last section we draw together some conclusions about the nature of the labour market in the Islands and how it relates to, and is related in turn to, social security provision there.

### (a) *The Labour Market*

Our analysis has shown that individuals respond to economic forces when making decisions in the labour market, and that these



forces can dominate their decision. We found very large differences in earnings by age and sex (Table 7), and the response by members and potential members of the labour force was as we would expect if the price mechanism was operational: low participation rates among young adults and women, and high unemployment among young adults. These two groups also tend to be dependants, so that not only is the opportunity cost of working relatively high, but their income requirements are lower than older persons with dependants of their own. Both effects are conducive to their non-participation in gainful employment.

The conclusions of a temporal analysis made elsewhere gave additional support to the hypothesis that the price mechanism was effective in the labour market. The substitution of women for men, the growth in the employment of women and their relative decline in unemployment were all accompanied by a faster rise in earnings. Further evidence of the power of the price mechanism was the sensitivity of men and women to the opportunity cost of working (Section 4). These observations suggest the effectiveness of the price mechanism over time and space.

Nor must we forget that the incidence of unemployment in the economy largely varied because of changes in demand deficiency. This implies that monetary and fiscal measures can be employed by the government to reduce unemployment, assuming that the cost of doing so, in terms of balance of payments deficit, etc., is not prohibitive.

Ideally, in a discussion linking the labour market to social security provision which is based on the family unit, information on earnings should be available on a family as well as on an individual basis. In this way we can assess how far family poverty is due to low earnings. Unfortunately, none exists. We know, however, that few married women worked, and, therefore, that family poverty depended on how the earnings of the main bread-winner varied with family size and composition, and how often and by how much these earnings were supplemented by other members of the family.

Despite its various shortcomings, the income guaranteed by social security is often regarded as a measure of family poverty. Information on how the income guaranteed varied with family size at the time of the 1967 census is given in Table 1. Judged on this

basis, families of, say, four or more persons, whose sole breadwinner earned less than £3 weekly, could be defined as poor. A small proportion of male employees, but nearly one-third of female employees, earned less than £3 (Table 6). However, an analysis of earnings by age (Table 7) showed that the overwhelming majority of those with low earnings were almost certainly under nineteen years.<sup>5</sup> They were therefore unlikely to be the main breadwinner, and if their earnings are regarded on a personal basis then they compared favourably with the income guaranteed by social security. Average earnings of men *and* women aged nineteen and over were also well above the social security minimum even had they several dependants. In conclusion, low earnings were not an important cause of family poverty for employees, judged on the basis of the income guaranteed by social security.

#### (b) *Social Security*

The above observations on the operation of the price mechanism in the labour market suggest that some individuals have a choice between work and leisure. We would therefore expect social security provision to have an impact on the decision to be gainfully employed, particularly as part of the provision is directed to the unemployed and those aged sixty and over. The most obvious evidence of the predicted impact is the temporal analysis of unemployment (Section 4) where we found that the relative cost of unemployment was a significant factor.

There is plenty of evidence elsewhere, particularly for America (*Schiller, 1973*), to confirm the hypothesis that social security has a disincentive effect on the decision to work. But we know of no comparable studies for low income countries to test the generality of the hypothesis. We believe this study goes some way towards establishing this generality. To begin with, our conclusions cover the period from the mid-1950's when the Islands state of development was far less advanced than now: their atypicality may be more apparent than real. And then, where comparisons are possible, the Island's experience is similar to the urban sectors of rich and poor countries.

<sup>5</sup> The number of men who were earning less than £3 weekly was 1,819 and the number of employees under 19 years was 5,396. The corresponding data for women are 4,736 and 3,574.

We complete this section by examining how far social security provision was able to maintain income levels and so alleviate and/or prevent destitution.

Our analysis of the labour market suggested that individuals were able to exercise some choice between work and leisure, and that those who do not work tended to be dependants or have sufficient alternative sources of income. However, we also found that a small but important part of the population were not working although they would have done so had conditions in the labour market been more favourable, or had they not suffered from permanent disability.

Finally, we found from our analysis that families with a breadwinner who was an employee rarely suffered from a poverty as defined by the income guaranteed by social security. The corollary to this is that those who had to rely on social security as their sole source of income were much poorer than other persons. Thus one general shortcoming of social security provision was the low level of benefits.

The National Insurance Fund was already facing financial difficulties in 1967 with expenditure exceeding revenue, and within a few years the annual deficit was to become so large that the Fund used up all its assets. If the scale of benefits were to be raised, then fewer contributors could be eligible for the contingencies covered, or recourse was necessary to additional funds for financing the Fund and providing higher social assistance benefits.

Both measures were adopted, and both seem eminently sensible in view of the choices open. In 1971 retirement (or virtually this situation since earnings were not permitted to exceed £10 in any given month) was made an additional condition for men to be eligible for an old age pension. The wisdom of this follows from the facts (given in Section 3) that a large proportion of men aged sixty and over work and are paid nearly as much as those younger:

Additional finance for the Fund was found, as a temporary measure, by recourse to the Consolidated Fund, and more permanently by raising the level of contributions. In future the Fund is to operate on a pay-as-you-go basis, i.e. income and expenditure shall be approximately equal in any given year. Higher social assistance benefits, as previously, are financed from the Consolidated Fund. The virtue of these sources of finance is that they are

directed at those working, and prior to 1971 they enjoyed a standard of living incomparably higher than those relying on social security as their main source of income.

Finally, the other main deficiency was, and still is, the lack of provision for the majority of the unemployed. About half, and possibly more, had exhausted any National Insurance benefit to which they might have been entitled, at the time of the 1967 census. Only if they had been head of their household would they and their households have been given further support from National Assistance. The majority of the unemployed in 1967 were single and too young to have qualified as head of the household and they depended on their family for support. However, it is arguable that the unemployed not eligible for benefit are one group in the population which is best able to do without government financial support.

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**Table 1**

## SOCIAL SECURITY PROVISION, 1967 AND 1971 (£M)

|                                                          |      |      |
|----------------------------------------------------------|------|------|
| <i>National Assistance Act (1956): Benefits</i>          | 1967 | 1971 |
| Unemployment and sickness                                |      |      |
| Single man                                               | 1.80 | 3.00 |
| Single woman                                             | 1.35 | 3.00 |
| Married man                                              | 2.70 | 5.00 |
| Old age and invalidity pension                           |      |      |
| Single person                                            | 2.00 | 3.00 |
| Married man                                              | 3.00 | 5.00 |
| <i>National Assistance Act (1956): Income guaranteed</i> |      |      |
| Household of 1 person                                    | 1.37 | 2.75 |
| 5 persons                                                | 3.27 | 5.55 |
| 12 or more persons                                       | 4.77 | 7.75 |
| <i>Old Age Pensions (1948): Income guaranteed</i>        |      |      |
| Pensioner                                                | 1.37 | 2.75 |

Sources: National Insurance Act, 1956 (Act No. VI of 1956), as amended up to 31st December 1966, pp. 43 and 45.  
National Assistance Act, 1956 (Act No. VIII of 1956), as amended up to 31st December 1966, p. 14.

Act No. XXIV of 1971, pp. A198-9

Act No. XXVI of 1971, p. A223

**Table 2**

## BASIC LABOUR STATISTICS

|                                        | MALE    | FEMALE  | TOTAL   |
|----------------------------------------|---------|---------|---------|
| <i>Civilian population, all ages</i>   | 150,598 | 163,618 | 314,216 |
| <i>Aged 14 and over</i>                | 106,118 | 120,999 | 222,117 |
| <i>Not available for work</i>          | 25,864  | 99,000  | 124,864 |
| Disabled                               | 1,974   | 1,390   | 3,364   |
| <i>Employed</i>                        | 73,779  | 20,588  | 94,367  |
| Unpaid workers                         | 1,994   | 788     | 2,782   |
| Employees earning less than £M3 weekly | 1,819   | 4,736   | 6,555   |
| <i>Unemployed</i>                      | 6,475   | 1,411   | 7,886   |
| Not searching for work                 | 1,147   | 126     | 1,273   |
| Seeking first job                      | 1,885   | 749     | 2,634   |
| Seeking second or subsequent job       | 3,443   | 536     | 3,979   |

*Source: Malta Census 1967, Report on Economic Activities Volume I, pp. ii, iii, vi, xxv and lxxiii.*

*Malta Census 1967, Report on Economic Activities Volume II, p. 396.*

**Table 3**LABOUR FORCE PARTICIPATION RATE FOR GROUPS  
DEFINED BY AGE, SEX AND MARITAL STATUS (%)

| AGE         | MEN    |         |         |       | WOMEN  |         |         |       |
|-------------|--------|---------|---------|-------|--------|---------|---------|-------|
|             | SINGLE | MARRIED | WIDOWED | TOTAL | SINGLE | MARRIED | WIDOWED | TOTAL |
| 14-19       | 59     | 87      | —       | 59    | 30     | 3       | —       | 29    |
| 20-29       | 92     | 99      | 82      | 94    | 56     | 2       | 16      | 31    |
| 30-49       | 89     | 98      | 87      | 96    | 47     | 3       | 9       | 14    |
| 50-59       | 78     | 91      | 73      | 88    | 32     | 4       | 12      | 11    |
| 60 and over | 28     | 29      | 15      | 26    | 13     | 2       | 3       | 5     |
| 14 and over | 70     | 83      | 26      | 76    | 24     | 3       | 6       | 18    |

*Sources: Malta Census 1967, Report on Economic Activities, Volume II, p. 394  
Malta Census 1967, Report on Population pp. 72-4 (forthcoming)*

*Note: — denotes no persons in population group.*

**Table 4**

PROPORTION OF MEN AND WOMEN IN SPECIFIED AGE GROUPS  
NOT AVAILABLE FOR WORK BY MAIN REASON (%)

| AGE         | HOUSEWORKERS<br>OR HOUSEWIVES | STUDENTS | PENSIONERS<br>AND RETIRED<br>PERSONS | INCAPABLE OR<br>PHYSICALLY<br>HANDICAPPED | OTHER | ALL REASONS |
|-------------|-------------------------------|----------|--------------------------------------|-------------------------------------------|-------|-------------|
|             | <i>Men</i>                    |          |                                      |                                           |       |             |
| 14-19       | 2                             | 35       | *                                    | 1                                         | 2     | 41          |
| 20-29       | 1                             | 3        | *                                    | 1                                         | 1     | 6           |
| 30-49       | 1                             | *        | 1                                    | 2                                         | 1     | 4           |
| 50-59       | 1                             | *        | 8                                    | 3                                         | 1     | 12          |
| 60 and over | 1                             | *        | 69                                   | 3                                         | 1     | 74          |
| 14 and over | 1                             | 7        | 13                                   | 2                                         | 1     | 24          |
|             | <i>Women</i>                  |          |                                      |                                           |       |             |
| 14-19       | 44                            | 25       | *                                    | *                                         | *     | 71          |
| 20-29       | 68                            | 1        | *                                    | *                                         | *     | 69          |
| 30-49       | 85                            | *        | *                                    | 1                                         | *     | 86          |
| 50-59       | 84                            | *        | 2                                    | 2                                         | *     | 89          |
| 60 and over | 66                            | *        | 25                                   | 3                                         | 1     | 95          |
| 14 and over | 71                            | 5        | 5                                    | 1                                         | *     | 82          |

Source: Malta Census 1967 Report on Economic Activities Volume II p. 396.

Malta Census 1967, Report on Population p. 2 (forthcoming)

Note: Other includes persons of independent means, those awaiting to follow a religious vocation, or a course of training, as well as non-Maltese nationals who have been resident for more than 12 months and do not belong to one of the four specified reasons.

\* denotes less than 0.5%

**Table 5**

DISTRIBUTION OF MEN AND WOMEN  
WORKING BY EMPLOYMENT STATUS (%)

|                | MEN | WOMEN |
|----------------|-----|-------|
| Employers      | 2   | *     |
| Self-employed  | 20  | 22    |
| Employees      | 75  | 74    |
| Unpaid helpers | 3   | 4     |
| All Statuses   | 100 | 100   |

*Source: Malta Census 1967, Report on Economic  
Activities Volume I p. XXV*

*Note: \* denotes less than 0.5%*

**Table 6**

DISTRIBUTION OF MALE AND FEMALE EMPLOYEES  
BY WEEKLY EARNINGS (%)

|                  | MEN | WOMEN |
|------------------|-----|-------|
| Under £3         | 3   | 31    |
| £3 to under £4   | 3   | 16    |
| £4 to under £10  | 69  | 44    |
| £10 to under £15 | 17  | 8     |
| £15 and over     | 8   | 1     |
| Not specified    | *   | *     |
| All Employees    | 100 | 100   |

*Source: Malta Census 1967, Report on Economic Activities,  
Volume I p. lx.*

*Note: \* denotes less than 0.5%*



**Table 7**AVERAGE WEEKLY EARNINGS OF MALE  
AND FEMALE EMPLOYEES BY AGE

| AGE         | MEN   | WOMEN |
|-------------|-------|-------|
| 14-18       | £3.93 | £2.72 |
| 19-59       | £9.29 | £5.55 |
| 60 and over | £8.67 | £4.38 |
| 14 and over | £8.76 | £4.97 |

*Source: Malta Census 1967, Report on Economic Activities, Volume I p. lxviii.*

*Note: No information on earnings was reported by 0.3% of employees.*

**Table 8**DISTRIBUTION OF MALE AND FEMALE  
EMPLOYEES BY HOURS WORKED (%)

| HOURS WORKED  | MEN | WOMEN |
|---------------|-----|-------|
| Under 35      | 4   | 21    |
| 35-44         | 44  | 34    |
| 45-48         | 33  | 28    |
| 49 and over   | 19  | 17    |
| Not specified | *   | *     |
| All hours     | 100 | 100   |

*Source: Malta Census 1967, Report on Economic Activities, Volume I p. lvii.*

*Note: \* denotes less than 0.5%*

**Table 9**

UNEMPLOYMENT RATE FOR MEN AND WOMEN OF  
SPECIFIED AGE AND MARITAL STATUS GROUPS (%)

| AGE         | MEN    |         |         |       | WOMEN  |         |         |       |
|-------------|--------|---------|---------|-------|--------|---------|---------|-------|
|             | SINGLE | MARRIED | WIDOWED | TOTAL | SINGLE | MARRIED | WIDOWED | TOTAL |
| 14-19       | 24.3   | 15.6    | —       | 24.2  | 12.8   | 0       | —       | 12.8  |
| 20-29       | 12.9   | 4.4     | 22.2    | 9.9   | 6.1    | 4.3     | 14.3    | 6.1   |
| 30-49       | 7.2    | 2.7     | 7.0     | 3.6   | 2.7    | 2.0     | 2.4     | 2.6   |
| 50-59       | 3.4    | 2.6     | 3.2     | 2.8   | 0.9    | 1.3     | 0.9     | 1.0   |
| 60 and over | 0.7    | 1.3     | 1.5     | 1.1   | *      | 0       | 0       | *     |
| 14 and over | 15.0   | 2.9     | 3.3     | 8.1   | 6.9    | 1.9     | 1.1     | 6.4   |

*Sources:* Malta Census 1967, *Report on Economic Activities* Volume II pp.394 and 433  
Malta Census 1967, *Report on Population* pp.72-4 (forthcoming)

*Notes:* — denotes no widowed persons in the labour market  
\* denotes less than 0.5%

**Table 10**

UNEMPLOYMENT RATE FOR MEN AND WOMEN BY  
EDUCATIONAL ATTAINMENT (%)

| <i>Educational attainment:</i> | MEN  | WOMEN |
|--------------------------------|------|-------|
| Never attended school          | 5.0  | 2.7   |
| Primary                        | 10.1 | 7.2   |
| Secondary                      | 5.6  | 6.5   |
| Post-Secondary                 | 0.6  | 0.1   |
| All levels                     | 8.1  | 6.4   |

*Source:* Malta Census 1967, *Report on Economic Activities*, Volume II pp. 56-7 and 444-5.

*Notes:* The educational attainment of 0.2% and 0.1% unemployed men and women, respectively, was not stated.

**Table 11**

DISTRIBUTION OF UNEMPLOYED MEN AND WOMEN BY  
AGE AND MARITAL STATUS (%)

| AGE         | MEN    |         |           |       | WOMEN  |         |           |       |
|-------------|--------|---------|-----------|-------|--------|---------|-----------|-------|
|             | SINGLE | MARRIED | WIDOWERED | TOTAL | SINGLE | MARRIED | WIDOWERED | TOTAL |
| 14-19       | 46     | *       | 0         | 46    | 55     | 0       | 0         | 55    |
| 20-29       | 26     | 5       | *         | 31    | 34     | 1       | *         | 34    |
| 30-49       | 7      | 11      | *         | 18    | 8      | 1       | *         | 10    |
| 50-59       | 1      | 4       | *         | 5     | 1      | *       | *         | 1     |
| 60 and over | *      | 1       | *         | 1     | 0      | 0       | 0         | *     |
| 14 and over | 80     | 20      | 1         | 100   | 97     | 2       | 1         | 100   |

Source: Malta Census 1967, Report on Economic Activities, Volume II p. 433

Note: \* denotes less than 0.5%

**Table 12**

DISTRIBUTION OF THE UNEMPLOYED MEN AND WOMEN  
NOT SEEKING WORK BY AGE AND MARITAL STATUS (%)

| AGE         | MEN    |         |           |       | WOMEN  |         |           |       |
|-------------|--------|---------|-----------|-------|--------|---------|-----------|-------|
|             | SINGLE | MARRIED | WIDOWERED | TOTAL | SINGLE | MARRIED | WIDOWERED | TOTAL |
| 14-19       | 64     | 0       | 0         | 64    | 64     | 0       | 0         | 64    |
| 20-29       | 19     | 2       | *         | 22    | 25     | 2       | 0         | 27    |
| 30-49       | 7      | 6       | 0         | 12    | 6      | 1       | 0         | 7     |
| 50-59       | 1      | 2       | *         | 3     | 1      | 1       | 0         | 2     |
| 60 and over | 0      | *       | 0         | *     | 1      | 0       | 0         | 1     |
| 14 and over | 90     | 10      | *         | 100   | 96     | 4       | 0         | 100   |

Source: Malta, Census 1967, Report on Economic Activities, Volume II, p. 433

Note: \* denotes less than 0.5%

Table 13

DISTRIBUTION OF SINGLE UNEMPLOYED MEN BY AGE  
AND MAIN REASON FOR NOT SEEKING WORK (%)

| AGE         | JOBS NOT SUITABLE | GAVE UP HOPE | SEASONAL UNEMPLOYMENT | WAITING TO EMIGRATE | OTHER REASONS | ALL REASONS |
|-------------|-------------------|--------------|-----------------------|---------------------|---------------|-------------|
| 14-19       | 3                 | 25           | 1                     | 9                   | 32            | 71          |
| 20-29       | 1                 | 7            | *                     | 6                   | 6             | 21          |
| 30-49       | *                 | 3            | *                     | 1                   | 2             | 7           |
| 50-59       | 0                 | *            | *                     | 0                   | *             | 1           |
| 60 and over | 0                 | 0            | 0                     | 0                   | 0             | 0           |
| 14 and over | 4                 | 37           | 2                     | 16                  | 40            | 100         |

Source: Malta, Census 1967, Report on Economic Activities, Volume II, p. 450

Note: \* denotes less than 0.5%

Table 14

DISTRIBUTION OF UNEMPLOYED MEN AND WOMEN SEEKING A  
SECOND OR SUBSEQUENT JOB BY AGE AND MARITAL STATUS (%)

| AGE         | MEN    |         |           |       | WOMEN  |         |           |       |
|-------------|--------|---------|-----------|-------|--------|---------|-----------|-------|
|             | SINGLE | MARRIED | WIDOWERED | TOTAL | SINGLE | MARRIED | WIDOWERED | TOTAL |
| 14-19       | 19     | *       | 0         | 19    | 35     | 0       | 0         | 35    |
| 20-29       | 34     | 8       | *         | 42    | 41     | 1       | 0         | 41    |
| 30-49       | 10     | 18      | *         | 29    | 18     | 3       | 1         | 21    |
| 50-59       | 2      | 7       | *         | 9     | 2      | 1       | *         | 3     |
| 60 and over | *      | 1       | *         | 2     | 0      | 0       | 0         | 0     |
| 14 and over | 65     | 34      | 1         | 100   | 95     | 4       | 1         | 100   |

Source: Malta Census 1967, Report on Economic Activities, Volume II, p. 433

Note: \* denotes less than 0.5%

**Table 15**

DISTRIBUTION OF UNEMPLOYED MEN AND WOMEN OF  
SPECIFIED MARITAL STATUS BY TIME OUT OF WORK (%)

| DURATION OF<br>UNEMPLOYMENT | MEN    |         |           |       | WOMEN  |         |           |       |
|-----------------------------|--------|---------|-----------|-------|--------|---------|-----------|-------|
|                             | SINGLE | MARRIED | WIDOWERED | TOTAL | SINGLE | MARRIED | WIDOWERED | TOTAL |
| 1-4 weeks                   | 10     | 15      | 6         | 11    | 9      | 7       | 14        | 9     |
| 5-8 weeks                   | 7      | 8       | 9         | 7     | 5      | 10      | 14        | 5     |
| 9-13 weeks                  | 7      | 7       | 15        | 7     | 6      | 4       | 14        | 6     |
| 14-26 weeks                 | 10     | 12      | 6         | 10    | 10     | 7       | 14        | 10    |
| 27-52 weeks                 | 7      | 9       | 6         | 7     | 6      | 4       | 0         | 6     |
| 1-2 years                   | 13     | 10      | 9         | 13    | 12     | 7       | 0         | 12    |
| over 2 years                | 28     | 33      | 47        | 29    | 37     | 45      | 14        | 37    |
| Not specified               | 19     | 6       | 3         | 16    | 14     | 17      | 29        | 15    |
| All durations               | 100    | 100     | 100       | 100   | 100    | 100     | 100       | 100   |

Source: Malta Census 1967, Report on Economic Activities, Volume II, p. 443

**Table 16**

DISTRIBUTION OF UNEMPLOYED MEN AND WOMEN OF  
SPECIFIED AGES BY TIME OUT OF WORK (%)

| DURATION OF<br>UNEMPLOYMENT | MEN   |       |       |       | WOMEN |       |       |       |
|-----------------------------|-------|-------|-------|-------|-------|-------|-------|-------|
|                             | 14-19 | 20-29 | 30-49 | 50-59 | 14-19 | 20-29 | 30-49 | 50-59 |
| 1-4 weeks                   | 9     | 13    | 14    | 10    | 11    | 8     | 3     | 13    |
| 5-8 weeks                   | 6     | 8     | 7     | 7     | 6     | 5     | 8     | 6     |
| 9-13 weeks                  | 7     | 7     | 6     | 4     | 7     | 4     | 5     | 6     |
| 14-26 weeks                 | 10    | 11    | 10    | 9     | 12    | 8     | 8     | 6     |
| 27-52 weeks                 | 7     | 7     | 9     | 7     | 6     | 6     | 8     | 13    |
| 1-2 years                   | 15    | 10    | 10    | 11    | 13    | 10    | 10    | 0     |
| over 2 years                | 22    | 32    | 38    | 46    | 29    | 45    | 50    | 50    |
| Not specified               | 25    | 12    | 7     | 6     | 16    | 14    | 10    | 7     |
| All durations               | 100   | 100   | 100   | 100   | 100   | 100   | 100   | 100   |

Source: Malta Census 1967, Report on Economic Activities, Volume II p. 444.

Table 17

DISTRIBUTION OF MEN AND WOMEN AGED 20-29 YEARS OF SPECIFIED EDUCATIONAL ATTAINMENT BY TIME OUT OF WORK (%)

| DURATION OF UNEMPLOYMENT | NEVER ATTENDED | PRIMARY | SECONDARY | POST-SECONDARY |
|--------------------------|----------------|---------|-----------|----------------|
| <i>Men</i>               |                |         |           |                |
| 1-4 weeks                | 17             | 14      | 11        | 0              |
| 5-8 weeks                | 4              | 8       | 8         | 29             |
| 9-13 weeks               | 5              | 8       | 7         | 14             |
| 14-26 weeks              | 9              | 10      | 12        | 0              |
| 27-52 weeks              | 14             | 7       | 7         | 14             |
| 1-2 years                | 10             | 9       | 13        | 14             |
| Over 2 years             | 36             | 32      | 30        | 14             |
| Not specified            | 5              | 12      | 13        | 29             |
| All durations            | 100            | 100     | 100       | 100            |
| <i>Women</i>             |                |         |           |                |
| 1-4 weeks                | 25             | 8       | 8         | 0              |
| 5-8 weeks                | 0              | 5       | 5         | 0              |
| 9-13 weeks               | 0              | 4       | 7         | 0              |
| 14-26 weeks              | 0              | 9       | 6         | 0              |
| 27-52 weeks              | 0              | 7       | 3         | 0              |
| 1-2 years                | 25             | 10      | 12        | 0              |
| Over 2 years             | 25             | 45      | 43        | 100            |
| Not stated               | 25             | 12      | 18        | 0              |
| All durations            | 100            | 100     | 100       | 100            |

Source: Malta Census 1967, Report on Economic Activities Volume II pp. 444-5.

Note: One man who had been unemployed 5-8 weeks and one woman who had been unemployed for more than two years failed to state their educational attainment.

Table 18

DISTRIBUTION OF SINGLE MEN AND WOMEN OF  
SPECIFIED SITUATIONS BY TIME OUT OF WORK (%)

| DURATION OF<br>UNEEMPLOYMENT | NOT SEEKING WORK |       | SEEKING FIRST JOB |       | SEEKING SECOND OR<br>SUBSEQUENT JOB |       |
|------------------------------|------------------|-------|-------------------|-------|-------------------------------------|-------|
|                              | MEN              | WOMEN | MEN               | WOMEN | MEN                                 | WOMEN |
| 1-4 weeks                    | 4                | 2     | 16                | 15    | 7                                   | 7     |
| 5-8 weeks                    | 4                | 2     | 10                | 8     | 4                                   | 4     |
| 9-13 weeks                   | 4                | 3     | 9                 | 8     | 5                                   | 5     |
| 14-26 weeks                  | 5                | 3     | 11                | 13    | 10                                  | 10    |
| 27-52 weeks                  | 6                | 5     | 8                 | 6     | 6                                   | 6     |
| 1-2 years                    | 9                | 5     | 13                | 11    | 17                                  | 14    |
| Over 2 years                 | 20               | 31    | 26                | 31    | 35                                  | 42    |
| Not specified                | 50               | 49    | 8                 | 7     | 15                                  | 14    |
| All durations                | 100              | 100   | 100               | 100   | 100                                 | 100   |

Source: Malta Census 1967, Report on Economic Activities, Volume II p. 443.