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Mediterranean Models of Welfare Towards Families and Women

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Title of the Paper:

Mediterranean models of Welfare towards families and women*

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Abstract

After tracing a Malta's short historical excursus with its effects on female condition, family's structure and concept, organizational model of non profit sector, the paper gives a survey of the most recent economic and demographic trends with special attention to families' well-being and women's working and social conditions, based not only on statistical data of Malta's National Institute of Statistics and of Eurostat, but also on the results of some empirical studies based on some surveys carried out into the archipelago. The main islands' social problems are outlined with the indication of the principal sources of aid to face peoples' different needs (first of all family, followed by the State, while the Third Sector, with its strong component of foundations, heritage of English culture, is not pre-eminent yet). The paper also shows that the same citizens' expectations of satisfaction of social needs are still mainly placed in the State, according to the collective image.

After drawing this scenario, the paper makes a short history of Malta's Welfare State specially considering legislation concerning families and women. In addition to the description of the legislative measures, a deeper investigation is also devoted to other programs realized at european and national level: Equal Program (2004-2006) and Malta's latest "Action Plan", alias the National Social Plan in its general lines of policy towards families and women. Besides the illustration of the services provided to families by the Ministry of Family and Social Solidarity in the context of the National Action Plan, three other articulations of the Plan are briefly examined: Gender Equity National Action Plan (2003-2004), National Action Plan on Poverty and Social Exclusion (2004-2006), National Action Plan for Employment (2004). The correlative institutional framework is also reviewed: the National Family Commission established in 2001 and the National Commission for the Promotion of Equality for Men and Women considered by the "Equality for Men and Women Act" of 2003.

Finally the paper classifies Malta's Welfare State among the Mediterranean models of social assistance for its specific characteristics though, differently from the evolutive tendencies of these last ones, the passage from Welfare State to Welfare Mix is still problematic and slow in Malta. In spite of the increasing forms of collaboration between public and non profit organizations, Malta's Third Sector has still a too weak role, in comparison with family and State, in supporting people's life on both factual and symbolic dimension. In this missing transition, specially as regards elderly care, Malta can not see yet the growth, inside Welfare Mix, of the more informal components formed by immigrated women to detriment of the services offered by private or non profit organizations ("care drain" phenomenon), which is very strongly in course in other Mediterranean countries (Italy, Spain, Greece).

Keywords: Family and Social Policy, Social Segregation, Poverty

J.E.L. Classification: I3 (Welfare and Poverty), I38 (Government Programs, Provisions and Effect of Welfare Programs)

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1. Historical Tradition and Malta's Welfare State

Language, customs, mentality and consequently Malta's Welfare are the secular synthesis of three influences at least: Arabian, Italian/Catholic and British¹.

To Arabs can be imputed family's conception and dialectal shade of Malta's language; to English people, in addition to the official language, the imprinting of Social Security System the predominance of foundations inside the multiform non-Profit Sector; to Italians, besides many traditions and religious celebrations, family's social centrality, the great importance of Catholic Church and its organizations within the non profit sector, but also the real beginning of the history of social assistance in the archipelago.

As regards Malta's Social Welfare development, its origin can indeed be dated back to Malta's Knights government of the island². Most of their activities consisted in social assistance, in money or in services, in favour of disadvantaged people and of the poor. Malta's Knights were also the first to introduce charitable institutions in the island (in the form of the hospital)³.

2. Malta's recent demographic trend

Malta has the highest population's density of all Europe, about 1.262 people per kmq (2005). Population is mostly concentrated in Malta's island in comparison with Gozo e Comino (**table 1**):

Table 1. Population's distribution in Maltese islands (2005) :

	<i>Area (Kmq)</i>	<i>Population %</i>	<i>Population per kmq</i>
Malta	245,73	367.392	1495.10
Gozo and Comino	69,86	31.142	445.78
Total	315,59	398.534	1262.82
EU 15	3.191.120	378.700.000	118.7

Source: (NSO) National Statistic Office: <http://www.nso.gov.mt>

Malta's population in the last five-year period (2000-2005) has had a steady growth, even if moderate, except the decrease happened between 2003-2004 (-0,8%) which has been partially balanced by the increase occurred between 2004-2005 (+0,4%).

At the end of 2005, as result of the whole demographic trend, Malta's population amounts to 398.534 units, but the biggest growth has taken place between 2002-2003 (+0,7%) when population reached its climax (400.420 units) (**fig.1**).

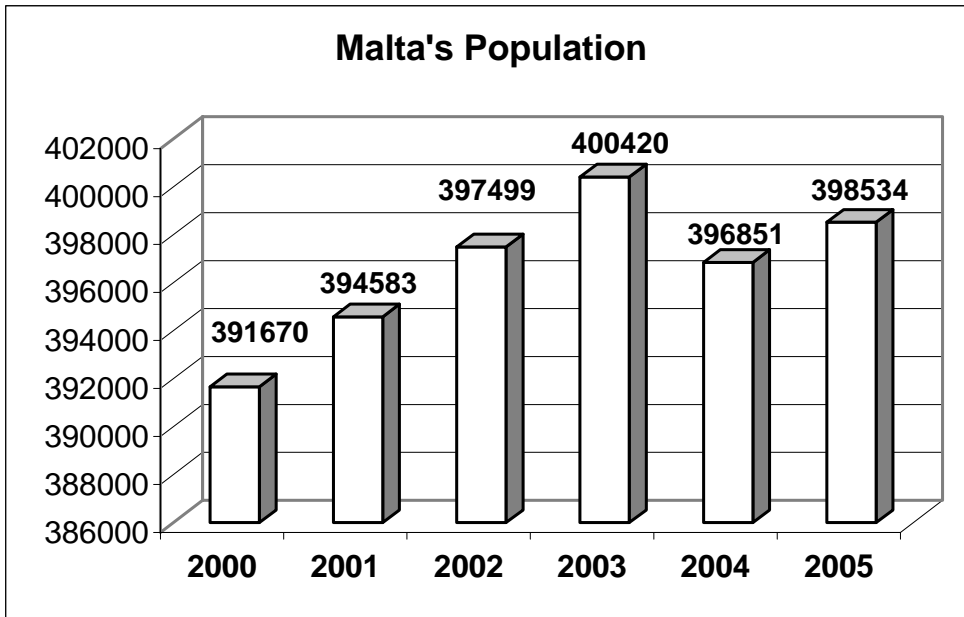
The overall demographic trend has mainly been the outcome of the dynamics of death and birth-rates. Death's rate is in continuous, though light, increase in 2000-2005 period, nevertheless it keeps always above the birth rate. This one, which has remained almost constant until 2003, has had its biggest reduction between 2003-2004 (**fig.2, fig.3**).

¹ Among Malta's most important conquerors we should remember: Phoenicians, Greeks, Carthaginians (800 a.C.-218 a.C.), Romans (218 a.C.), Arabs (870 d.C.), Normans (1090 d.C.), Swabians (1194 d.C.), Angevins (1266 d.C.), Aragon (1282 d.C.), Malta's Knights (1530 d.C.), Napoleon and the French (1798 d.C.) and finally the English from 1800 d.C. until 1964 d.C.(Independence's Year). Besides these dominations Malta has been greatly influenced also by Italian tradition because of geographical proximity to Italy.

² The Spanish Emperor Charles V in 1530 gave Malta's archipelago administration to St.John's Monastic Order of Jerusalem, since that moment named Malta's Knights, a military group founded, about 1050, during the crusades to fight against Muslims, to cure the wounded in the Holy Land, to protect the pilgrims.

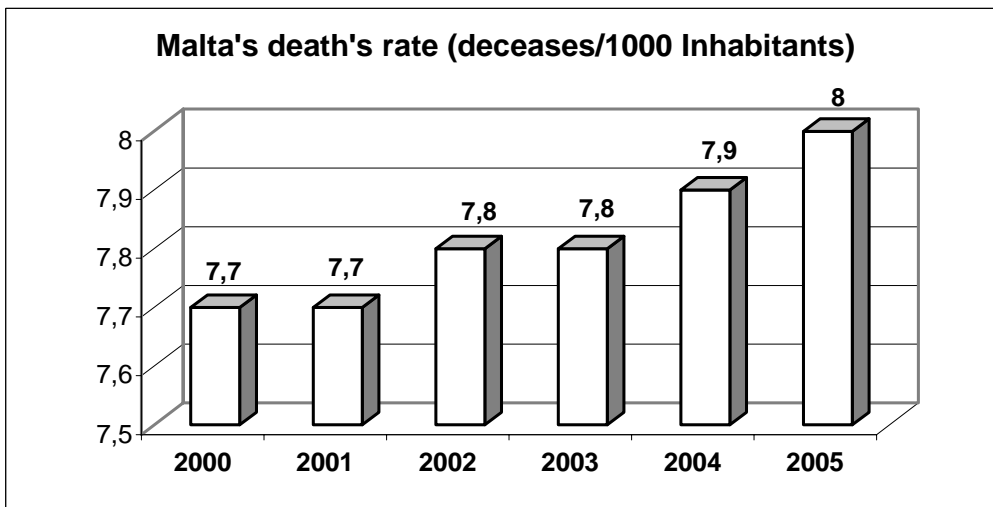
³ It is important to specify that Malta's Knights considered hospital first of all like a place of hospitality and then of cure.

Figure 1



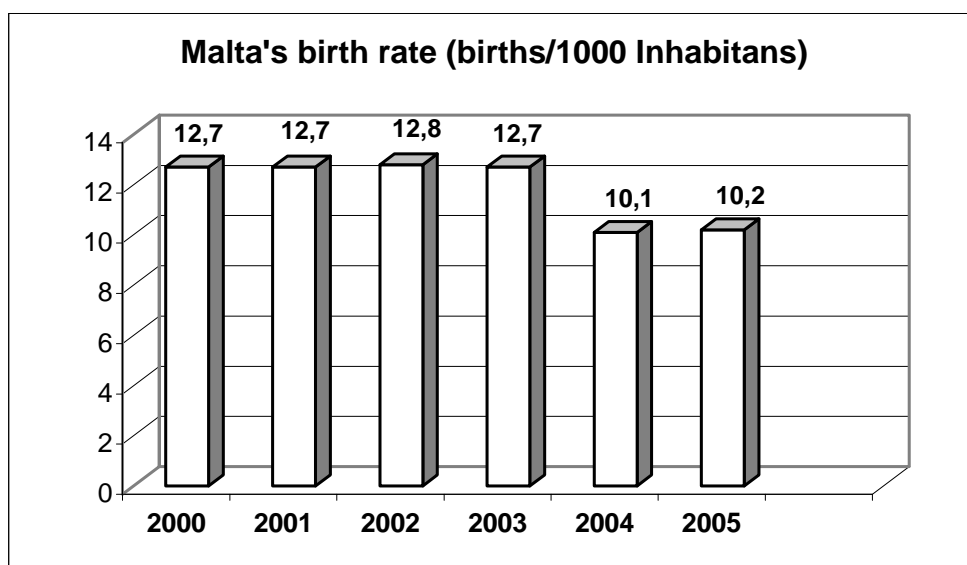
Source: CIA World Factbook , www.indexmundi.com

Figure 2



Source: CIA World Factbook , www.indexmundi.com

Figure 3



Source: CIA World Factbook , www.indexmundi.com

As other European countries, Malta must face a progressive population's ageing. Lately the incidence of the population over 65 years on the total has grown from 11,6% of 2001 to 13,6% of 2005 (**table 2**). Demographic forecast estimate a great increase in population over 60 years, which should double between 2005 and 2025.

Table 2. Maltese and European Population per age classes and per sex (2001-2005)

	Malta (2001) Incidence %	EU (2001) Incidence %	Malta (2005) Incidence %	EU15 (2005) Incidence %	Male (2005)	Female (2005)	Total population (2005)
<i>Under 15 years</i>	19,4%	16,5%	17,6%	16,9%	35.556	34.577	70.142
<i>Between 15 and 65 years</i>	69,0%	66,7%	68,8%	67,0%	138.525	135.666	274.191
<i>Over 65 years</i>	11,6%	16,8%	13,6%	16,1%	23.184	31.017	54.201

Source: CIA World Factbook

It is important to note change in family's structure too. Between 1790 and 2005 a more remarkable increase of the number of the less numerous typologies, alias those formed by 1 or 2 members, has occurred. Two members families prevail on all the other types in 2005 (24,7%), followed by 4 persons families (23,9%) and by 3 elements families (23,1%) (**table 3**).

Table 3. Incidence % of different Maltese families typologies per family's members' number (1790-2005)

Year	1	2	3	4	5	6+	Tot.
1790	3,8	7,9	11,8	13,8	20,9	41,8	100
1890	3,1	13,2	14,7	15,8	26,4	26,8	100
1900	5,1	15,0	15,6	17,9	23,8	22,6	100
1960	9,9	21,1	25,2	25,3	13,3	5,2	100
1970	10,1	21,7	25,7	25,1	12,5	4,9	100

1980	11,2	22,5	25,0	25,9	11.1	4,3	100
1990	11,6	23,6	24,8	25,6	10,8	3,6	100
1995	12,9	23,6	24,9	24,8	10,2	3,6	100
2000	14,3	24,4	24,0	23,7	9,5	4,1	100
2005	14,5	24,7	23,1	23,9	9,8	4,0	100

Source: www.census.gov

To the gradual process of population's ageing is associated a parallel increase of people who live on their own; these two joined phenomena make assistance's burden heavier, because old people who live alone require an increase of social and sanitary assistance.

3. Malta's other problems which have repercussions on services' demand

Malta's distance from the other European Union's state members, and its archipelago's configuration, has determined the acknowledgment, by European Union, in Amsterdam's treaty of "ultra-peripheral" position for these islands. The main difference between a "peripheral" and an "ultra-peripheral" territory is that Malta's archipelago is not neighbouring and neither positioned in the hinterland, that is why European Union has conferred Malta the status of "ultra-peripheral" region⁴.

The disadvantages due to the distance are also complicated by territory's fragmentation in two big islands (Malta e Gozo) and in a smaller one named Comino. Territory's discontinuity represents a barrier to the diffusion of benefic effects of scale economies enjoyed by the State members on the European continent.

Malta's islands are also damaged by the high population's density which produce negative externalities. Distance from European continent, territorial discontinuity, congestion affect the intensity of the demand of economic and social infrastructures and the costs of markets' and services' access.

4. Malta's economic structure

The analysis of the more recent GNP composition reveals that Malta's economy is "services oriented" and more and more hauled by the intangibles. Even in only one year (from 2003 to 2004) services' incidence on GNP composition increases from 75% to 77% (table 4).

Table 4. Malta's GNP sectoral composition (2003-2004)

	2003	Incidence	2004	Incidence
		%		%
GNP	Industry	22,9	Industry	20,2

⁴ On the 30th of September 2005 European Parliament has discussed two relations on regional development concerning "territorial cohesion" and "ultra-peripheral regions". The first relation, in the name of territorial cohesion, wishes equality of treatment for all the territories of European Union. This means the necessity of adopting actions regards to accessibility to general interest services (SIG) and to general economic interest services (SIEG), and the need of measuring regional development in a more objective way introducing new specific territorial index. The second relation defends an enforcing of partnership in favour of ultra-peripheral regions and gives support to the Commission's proposal of financial aid to these regions for an amount of 1,1 billion of euro between 2007 and 2013.

Composition	Services	74,7	Services	77,2
	Agriculture and fishery	2,4	Agriculture and fishery	2,6
Total		100		100

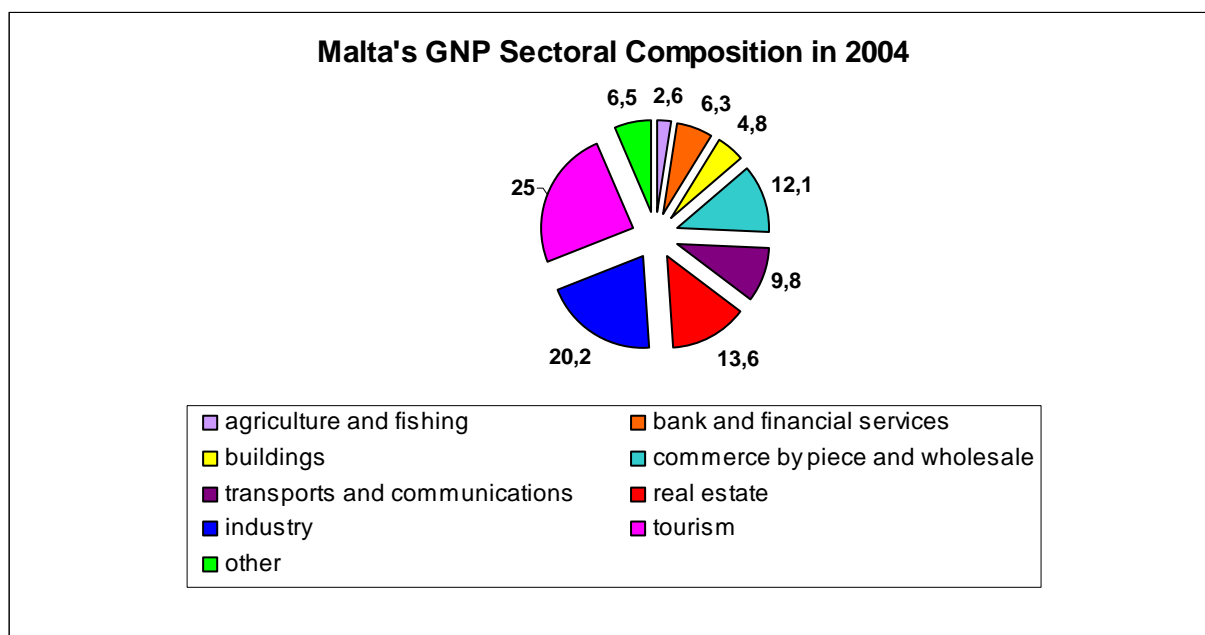
Source: National Statistics Office

So services are in general Malta's growth engine, but, above all, tourism (**fig.4**).

Tourism is the most important Malta's economic sector (25% of GNP), showing in 2004 signals of recovery after the negative trend recorded following up the terroristic events of 2001.

Industry, which absorbs 20% of GNP in 2004, is getting reorganized in comparison with 2003 when it covered 23% of GNP. Industrial structure is not mature, but a bit advanced. The main industrial sectors are: electronic components, electrical equipments, machines and equipments, rubber products for motor-vehicles, plastic materials, software, chemical products, precision instruments, shipyards. About 250 foreign firms have de-localized their industrial investments in Malta to export their products towards European Union's markets.

Figure 4



Source: National Statistics Office

According to National Statistics Office's data, from 2003 to 2004 Malta's GNP has increased of 3,2% in nominal terms reaching in 2004 the threshold of 1854,2 millions of Maltese Lira. The same trend, though less consistent, has occurred in real terms (+1,5%) for an amount of real GNP in 2004 of 1670,1 millions of Maltese Lira (**table 5**).

Table 5. Malta's GNP's Variations (2003-2004)

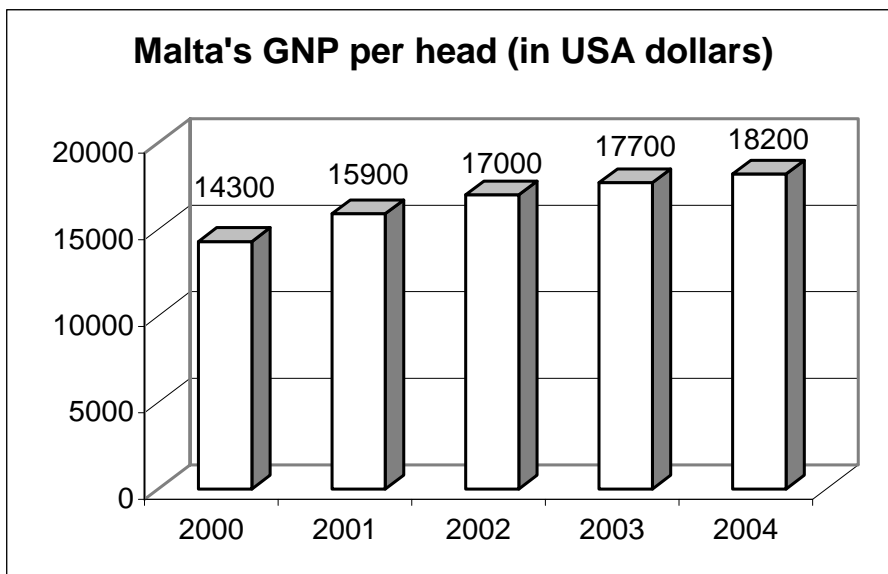
	2003	2002-2003	2004	2003-2004

		Δ %		Δ %
Nominal GNP (millions of LM)	1.796,2	3,1	1.854,2	3,2
Real GNP (millions of LM)	1.645,7	-1,8	1.670,1	1,5

Source: National Statistics Office

Between 2003 and 2004 GNP per head, expressed in Usa dollars, has raised of 2,8% and of 27,3% in the interval 2000-2004. In 2004 the individual average income is of 18.200 dollars per head, showing a good level of wealth for a Mediterranean country (**fig.5**). In 2004 Malta occupies the 50^o position in the mondial list drafted on countries' GNP per head and has been rated 33^o in countries' classification calculated on the Human Development Index.

Figure 5



Source: CIA World Factbook , www.indexmundi.com

5. Malta's labour's market structure and dynamic

In 2005, according to Eurostat data, 254.998 persons are employed in the archipelago⁵.

Permanent employment

Full-time employment

⁵ The retiring age in Malta is 61 years for men and 60 years for women.

- In 2005 70,3 % of full-time employed people (179.264 units) are male and only 29,7% (75.734 units) are female, disclosing a greater difficulty for women to participate to labour market.
- Malta's labour market structure reflects economic structure and trends. In 2005 66% are employed in services' sector, 31,8 % in the industry and only 2,2% in agriculture. In the biennium services' employment has raised from 65% to 66% at industry's expense, which reduces itself of the same percentage (**table 6**).

Table 6. Malta's employment sectorial composition (2004-2005)

Year	Agriculture	Industry	Services
2004	1,7%	33,1%	65,2%
2005	2,2%	31,8%	66,0%

Source: <http://ppcd.gov.mt>

- In comparison with European Union, Malta's structural transformation towards an immaterial economy is weaker. In 2005 Malta's employment is less concentrated in services and in agriculture, while the opposite happens for industry (**table 7**).

Table 7. Employment sectorial composition in 2005: comparison Malta/UE

	Agriculture	Industry	Services
Malta	2,2%	31,8%	66,0%
EU	4,3%	26,4%	69,3%

Source: <http://ppcd.gov.mt>

- In 2005 66.7% of employed people work in the private sector, while 33.3 % are active in public sector.
- In 2005 employment rate (employed people as percentage of 15-65 age group) is rather low in Malta in comparison with European rate (54,1% *versus* 64,7% of EU15 and *versus* 63,3% of EU25). Malta's female employment rate is very below males' (32,8% *against* 75,2%) and lower than European Union's female index (56,8% EU15 and 55,7 EU25) (**table 8**).

Table 8. Employment rate per sex and age group: 15-65; 55-65 (2005): comparison Malta/UE

	Employment rate %			Employment rate %		
	15-65 years			55-65 years		
	Total	Female	Male	Total	Female	Male
UE (15)	64,7	56,8	72,7	42,5	33,2	52,2
UE (25)						

Malta	63,3	55,7	70,9	41	31,7	50,7
	54,1	32,8	75,2	30,9	11,4	52,2

Source: Eurostat, www.eurostat.com

Part-time employment

In 2005 22.440 people, 8.8 % of Malta's employed people, have a part-time job (a larger percentage in comparison with 2002 when it was 6,7%). Women fill almost 66% of part-time jobs.

Temporary employment

In 2005 the incidence of temporary employed people (over 15 years old) is only 3,9% *versus* 13,6% of EU15 and 13,7% of EU25. Anyway in Malta this kind of contract regards more women than men (5,8% versus 3%) (**table 9**).

Table 9. Temporary Employment rate over 15 years old (2005): comparison Malta/UE

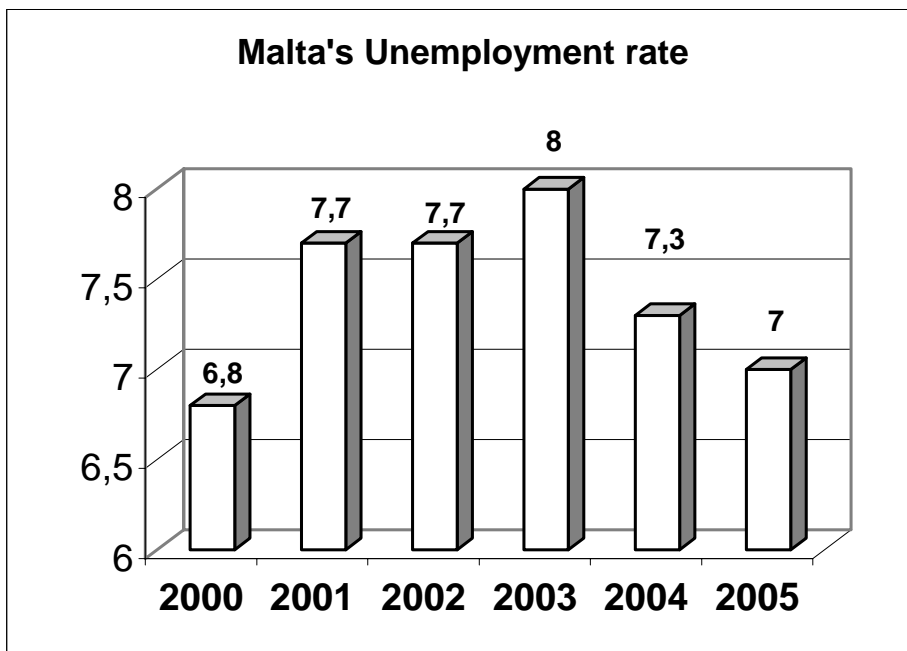
	Temporary employment rate over 15 years		
	Total	Female	Male
UE (15)	13,6	14,4	12,9
UE (25)	13,7	14,4	13,7
Malta	3,9	5,8	3

Fonte: Eurostat, www.eurostat.com.

Unemployment

In 2005 there are 19.193 unemployed people in Malta: 12.898 (67,2%) are females and only 6.295 (32,8%) are males. Unemployment rate is 7% in line with European one (7,2% EU15).

Figure 6



Source: Eurostat, www.eurostat.com

Since 2003 unemployment rate has been lightly diminishing. A large share of unemployed people has limited skills and low education's level, but unemployed women have higher qualification's profiles compared with men, who declare to prefer manual labour both in industry and in services. This characteristic partially contributes to the fact that women are less subject to long-lasting unemployment than men (255 women *versus* 2.771 men in 2005).

6. Quality of female employment and career

From the former analysis can be schematically drawn the conclusions that in Malta women participate to labour's market much less than men, that when they participate they do it in a more flexible way (more use of part-time) or in a more precarious way (more application to temporary labour contracts), that women are expelled from labour's market in a larger number than men. As seen before, in 2005 only 29,7% of employed people are women (75.734). In public sector work 35,1% of them, while the rest are mainly employed in 5 branches of private sectors: industry (18,7%), education (15,3%), retail and wholesale dealing (11,6%), health and services to person (10,6%), hotel and restaurants (8,7%). So women in Malta are more employed in services (public and private) than in industry, but in traditional services, confirming women's traditional horizontal segregation. There are different factors which obstruct women's employment and condition its quality in Malta. We could explain the phenomenon through different theories⁶.

According to the theories on Human Capital (G.S Becker 1965 and 1981) the explanation could be found, even if not exclusively, in educational gap existing between women and men. In Malta women's educational conditions are indeed worse than men's ones. A bigger percentage of women is present in the lowest level of education (31,3% *versus* 27,7%), while men's presence always exceeds women's in the two upper classes (**table 10**).

⁶ For a detailed review of theories on "horizontal segregation" of female employment see C.Montesi, "*Baby Boom, ovvero della specificità femminile nel management e nel fare impresa*" in F.Melelli, C.Montesi, S.Vulcano "Una lettura interdisciplinare del film Baby Boom", Morlacchi Editore, Perugia, 2005, pp.17-38.

Table 10. Educational level in population (15-65 years) (2005): comparison Malta/UE

	Male			Female		
	Low	Medium	High	Low	Medium	High
UE	36,9	43,2	19,9	40,2	41,9	17,9
Malta	27,7	63,9	8,4	31,3	62,1	6,6

Source: CIA World Factbook

According to feminist theories the horizontal discrimination is mainly due to cultural factors (S. Menegon, C.Montesi,1999, pp.282-283) (A.Scisci, M.Vinci, 2002, pp.49-51). In spite of the outstanding process of social evolution, men's and women's roles in Maltese society are still conditioned by traditional stereotypes. In the collective image the principal responsibility assigned to women is children's care and housekeeping, as confirmed by a recent research of Malta's University on "Gender Equality in Maltese Social Policy"⁷.

According to sociological theories is the inequal sharing of familiar responsibilities (mainly fallen on women's shoulders) together with the difficulty of conciliating family and work that compels women to choose those jobs in which it is easier to join care-work with extra-domestic work and drives them to apply to more flexible forms of work (part time, seasonal and temporary work etc.).

Often all these cultural and social factors affect not only the choice of a sectors of employment in respect to an other, but also the same participation to labour's market and the possibility of career (vertical segregation).

The lack of structures (public, private, non profit) for children's care can make women's choices even more difficult.

To remove labour's market failure on women's side in Malta have been adopted some regulative policies by the State consisting in *policies for equality* for women and men directed to eliminate discrimination based on sex and in *welfare policies* which aim to help women to conciliate work and family responsibility.

A law to promote equal opportunities between women and men has been introduced in Malta in 2003 ("*Equality for men and woman Act*"), though a law can not change, in a very short time, the vision, still so traditional, of women in Maltese society. Unfortunately Malta's symbolic system, reflecting the social structure, till now represents women as the only who have competence in "housekeeping" and men like the "bread winners", reinforcing, once more, social constraints.

7. Malta's main social problems

New ideas and life style following up Europe's customs have produced a gradual social change in Malta's culture consisting in a reduction of family's dimension, in a moderate growth of emancipation of women and in a diminution of the importance of religion in public life.

⁷ See F.Camilleri-Cassar, *Gender Equality in Maltese Social Policy*, Agenda, Malta, 2005.

While this modernizing process is in progress, Malta must face the same social challenges of most of the European Union's State members, like pensions' reform to reckon with a population getting older and the promotion, through legislative and institutional instruments, of social and cultural innovation to let women participate to labour's market in a larger measure and in a less precarious and discriminating way. People who will become older, families who will become smaller and smaller in dimension, more women who will have a paid work instead of devoting themselves only to free "care work" at home, should in a very short time claim a reform of social assistance system too.

In addition to these social priorities (people ageing, women in search of employment or unemployed, women who work, but are discriminated at the work place), Malta counts these other fellows among population's most vulnerable groups: children who live in poor families or in "poverty risk" families⁸, single-parent families (specially those who pay a rent, not owning a house)⁹, long-lasting unemployed people, some retired people with very low pension (mainly women), immigrants¹⁰, disabled (particularly those who are unemployed or have no education or sufficient skills to spend on labour's market)¹¹.

Maltese Government promotes, facilitates and gives contribution to continuous and well-balanced social development mainly through public services' supply, but also through regulation of services' supply provided by private and non profit sector (though not so diffused yet). At the same time, always paying special attention to most vulnerable society's members, tries to secure, through a set of laws, "equal opportunities" to everyone.

Assignment of basic social benefits occurs through the "*Social Previdence Law*"¹² of 1987, which combines three former laws: "The Old Age Pension Act" (1948), "The National Assistance Act" (1956), "The National Insurance Act" (1956), in accordance with the "*Social European Chart*", ratified by Malta in 1988¹³.

8. Malta's Welfare State History.

In 1885 Maltese Government sponsored the first social benefits of the island. And the first

⁸ Eurostat considers at "poverty risk" those families or individuals whose incomes are 60% lower than the national average level. According to this criterion 18,7% of Malta's women are exposed to poverty risk in comparison with 10,3% of men.

⁹ Most of these families are composed by mother and her children. Most of these groups of mothers declare of not having any income. See the *Single Programming Document*, Malta, 2004-2006 of the Office of Prime Minister.

¹⁰ In 2004 there was a boom of illegal immigration in the islands: the arrival of 1.686 immigrants (42% of them coming from Africa). In 2005 other 497 cases have been registered. Managing this flux has requested financial and operative instruments by the Refugees Commissar and by a special section of the Maltese Government both instituted in 2000.

¹¹ In 2005 there are in Malta 16.576 persons with handicaps, 4,4% of total population (almost equally divided between the two gender: 8.535 women and 8.041 men). About 19% of disabled women and 17% of disabled men have no education at all, 25% and 20% have, respectively, not finished primary school. Only 2.165 disabled, 13% of the total, are employed (1.787 men and 378 women). Specific rights of disabled have been acknowledged by the Maltese Government in 1969, when a special law was approved.

¹² Malta's Social Security System has strongly been influenced, in its structure and logic, by the relations kept with the other European countries during the history of the islands. Like Cyprus, British influence has been very strong specially in the first definition of the System. Like in other Mediterranean countries, Malta's Social Security System has still its focus on public providence, leaving not so much space to professional funds, to private insurances and to other forms of integrative providence.

¹³ The Social European Chart approved in 1961, modified in 1996 and operating in its new version from 1999, dictates the respect of some social rights and introduces a system of control on those States who have ratified it.

beneficiaries were the members of Malta Police Force, in whose favour a specific pension scheme was set up. Next on the list came the members of Malta's Civil Service.

Social Security measures, as we know them today, were introduced parallelly to self-government in 1921. From that time they have been systematically extended to new categories (workers, widows, orphans, old people, disabled, unemployed, families), benefits have been articulated in new tipologies (child and parental allowances, handicapped child allowances, care allowances, family bonus, maternity benefit, carer's pensions), new risks (illness, labour accidents) have been included in the standard scheme of social protection.

Many measures have been taken in favour of families (**table 11**).

In 1974, a "Scheme of Child Allowances" was introduced, simply payable to persons who had children, reviewed in 1996 in the sense that the payment is now subordinated to a check on family's income. In 1988 "Handicapped Child Allowances" and "Parental Allowances" were established, both payable to parents who already benefit of "Child Allowances". In 2002 a "Care Allowance" has been provided for children who live in institutions.

In 1981 "Maternity Benefit" was introduced. This benefit was conceived for all pregnant females, and the relative payment covered the last 8 weeks prior to confinement and the first 5 weeks after confinement.

In January 1986 through the "National Assistance Act for single women", payment of Social Assistance was extended to single or widowed females who were regularly taking care, on a full-time basis, of an elderly or handicapped relative who was living under the same roof and not in condition to take care of himself. This measure has been improved in 1992 with "Carer's Pension".

Again in January 1989 two new benefits were introduced: a Family Bonus (payable to recipients of Children's Allowance) and short-term Emergency Assistance, in cash or in kind, for home-driven destitute females who find temporary shelter in a reception structure.

Table 11. Malta's main Social Security Laws

Years	Malta's Laws Social Security
1921	First Measures of Social Security
1927	"Widows and Orphan Pension Act"
1929	"Social Security Contributory Scheme"
1929	"Workmen's Compensation Act"
1948	"Old Age Pension Act"
1950	"Relief"
1956	"National Assistance Act"
1956	"National Insurance Act"
1957	Extension of "Old Age Pension Act"
1965	Widening of "National Insurance Act"
1974	"Scheme of Child Allowances"
1981	"Maternity Benefit"
1986	"National Assistance Act for single women"
1988	"Handicapped Child Allowance"
1988	"Parental Allowance"
1989	"Family Bonus"; "Emergency Assistance"
1991	"Widower's Pension"
1991	"Orphan's Supplementary Allowance"
1992	"Carer's Pension"
1996	Review of "Scheme of Child Allowances"
2002	"Care Allowance"
2003	"Social Assistance and Medical Assistance"

Source: "Department Social Security of Malta"

9. Results of a research on Malta's Welfare State

A nationally representative survey on Welfare State was conducted in Malta and Gozo in 2003 by Professor Abela Anthony, an university sociologist¹⁴. The population was chosen in a two-stage random sample (1500 people older than 22) from the full list of registered voters.

The survey enquired people about living arrangements, family's composition and relations among

¹⁴ See A. M. Abela, *The State and Civil Society in Malta*, University of Malta, 2003.

its members, neighbours and friends, participation to labour's market, home ownership, presence of comforts at home, family's income, cuts in spending, reliance on social security and experience of hardship in the family. The research also tries to single out the social actors who actually satisfy social needs and the actors in which Maltese people put confidence to resolve social problems.

From the outcomes of the research results that the origin family is the principal source of aid in every situation (disability, physical abuse, domestic violence, aid to the old ones, etc), except for the serious diseases where is the State to take part in greater measure in regard to all the other social actors (family, private sector, non profit organizations). The role of the family is particularly important in attendance to elderly, in dependency problems (the abuse of alcohol or drugs), in case of domestic violence; State's role (after the serious diseases) is incisive also for mental health and physical incapacities, in comparison with private and non profit sector (**table 12**).

Concluding we can say that family is the main resolutive agent of all the problems, with the exclusion of serious diseases where State is predominant. The role of the State and of private sector is relevant in sanitary field (serious diseases, mental and physical incapacities), but inadequate in social field (domestic violence, attendance to the old ones, problems of dependency) where the non-profit sector is preferred to private sector, covering anyway a little quota of social needs. After family, non profit sector holds supremacy on all the other social actors only in domestic violence.

Table 12. Distribution of sources of support to families according to problems' tipologies:

	State	Private	Family	Non profit organizations	Tot.
physical disability	26%	19%	41%	14%	100
mental health	29%	22%	38%	11%	100
serious diseases	64%	24%	2%	10%	100
attendance to elderly	7,6%	2,1%	86,9%	4,4%	100
domestic violence	5,6%	5,1%	77,3%	12%	100
substance and alcohol abuse	6,3%	4,6%	84,1%	5%	100

Source: A.M. Abela, 2003

An other type of analysis has been made on the random sample about the attribution of the responsibilities of services' distribution. Malta's citizens believe that the greater responsibility of services' delivery is up to the State (65%), then to the family (17%), to oneself (11%) and finally to non-profit sector (7%). Most of them (65%) think that the State has the greater responsibility for the supply of sanitary services, education and work, lodgings and social assistance. The family has the greater responsibility for nutrition and for supplying a roof to its members. The individual is considered responsible for managing friendship and free time, but also for housing, for work and for family's members nourishing. Non profit sector is responsible for Education, Housing, Nutrition and Work.

Table 13. Attribution of responsibilities to social actors in services' delivering according to fields of competence

State	Family	Individual	Non profit	Total
Education Health Housing Social Welfare Work	Housing Nutrition	Housing Nutrition Work Free Time Friendship	Education Housing Nutrition Work	
65%	17%	11%	7%	100

Source: A.M. Abela, 2003.

About an evaluation of Malta's Welfare State, 56% think that they receive less than what they actually pay in taxes. Anyway 61% think that education and health services can stand comparison with those of other European countries.

Malta's citizens think that the government is addressing sufficient funds to sanitary services (59%), to elderly (60%), education (59%) and pensions (51%), but they believe that it does not spend enough in order to protect environment, to fight crime and family's poverty, to build social lodgings.

The results of the research show a strong dependence, above all, on the family and then on the State, recognized like the main responsible for social welfare and citizens' cure. Non profit sector has still a marginal role, practically and symbolically, in supporting people's life.

The passage from the Welfare State to Welfare mix is therefore still problematic at least from demand's point of view, in spite of the variety and vitality of non-profit organizations in Malta, the integrate network of services which begins to operate, the different forms of cooperation in progress between public and non profit sector.

The most important actors of non profit sector which supply services to families, women, disabled are:

Table 14. Malta's main non profit organizations according to different types of social services

Non profit organizations	Beneficiaries of the services	Types of Social Services
Arka Foundation	Elderly/Disabled	Attendance at home; Residential services ; Psychological support;
The Respite Home	Elderly/Disabled	Attendance at home; short term residential services; Free-time activities; Personalized attendance;
Richmond Foundation	Mental health	Medical and psychological support; Patient's rehabilitation; Information on mental health;
Caritas	Family/Individuals	Observatory on local poverty; Groups of "Self-Help"; Programs to help substance abusers; Aid to family and individuals with social problems;
European Anti- Poverty Network	Poor/Social Excluded	Policies and programs in order to remove social exclusion and poverty;
ETC (Employment Training Corporation)	People employed, unemployed or in search of employment	Employment services; training; survey on labour's market;

Malta Association of Women in Business	Women in Business	Advice to women who want to enter in business
Council of the Woman	Women	Information on women's rights
Amnesty International	Human rights	Human rights defence; Fight to abuse and violence on women;
Malta Resource Center	Non profit sector	Improving of efficiency and efficacy of non profit organizations, cooperation and coordination among organizations, lobbying towards European Union to influence policies and programs, access to EU funds.

Source: our elaboration

10. Malta's Welfare State: Social Strategies and Programs of Maltese Government

Maltese Government puts into effect its social policies in favour of families, women and poor, through EU programs and social plans (National Action Plans) and through the services supplied by the Ministry of family and Social Solidarity.

Table 15. Programs of Maltese Government

<i>European level</i>	Community Initiative EQUAL against discrimination and inequality in labour market.
<i>National level</i>	<ul style="list-style-type: none"> • Services for the Families supplied by the "Ministry of Family and Social Solidarity"
	<ul style="list-style-type: none"> • GENDER EQUITY National Action Plan 2003-2004 (National program against discrimination between man and woman)
	<ul style="list-style-type: none"> • National Action Plan on Poverty and Social Exclusion 2004-2006
	<ul style="list-style-type: none"> • National Action Plan for Employment 2004

Programs at European level

10.1. European Social Fund Community Initiative Programme EQUAL: Malta 2004-2006

Community Initiatives are special programs devised by European Union to find common solutions to specific problems affecting the whole EU. Each Community Initiative is financed by one of the EU's four Structural Funds. EQUAL is co-financed by the ESF and the Member State and aims to fight discrimination and inequality in labour's market by implementing measures to improve access to employment and by offering training opportunities for people who are unemployed, or employed but low-skilled and therefore vulnerable to unemployment. Under the EQUAL Community Initiative an ESF¹⁵ contribution of € 1.65 million will be invested in Malta during the first programming period from 2004-2006.

The four Priority Themes for Malta's 2004-2006 Program among the nine suggested by EU are:

¹⁵ ESF: European Social Found

Theme 1: facilitating access and return to labour's market for those who have difficulty in being integrated or reintegrated in it;

Theme 3: opening up business creation process to everybody by providing the tools required for setting up in business and for the identification and exploitation of new possibilities for creating employment in urban and rural areas.

Theme 7: reconciling family and professional life by developing more flexible forms of work's organization and by offering support services.

Theme 8: promoting gender equality in work place, reducing gender gap and job segregation.

Theme 9: to help refugees to gain access to labour market and, in the case of those facing repatriation, helping them with education and training to spend in their home country.

In correspondence of Theme 7, consisting in *making labour market more flexible and adapted to the familiar rhythms (for the women after maternity)* Malta intends:

- to develop new structures for a better work/ life balance;
- to provide incentives to employers to introduce family-friendly working-arrangements (e.g. parental leave, reduced working hours, teleworking, job sharing and other innovative working arrangements) to enable employers to create a better work-life balance;
- to develop and promote “keep in touch” policies and practices and training opportunities for employees on parental leave, reduced working hours or other forms of working arrangements, so that employees may reconcile their family life and individual advancement;
- to increase equal opportunities by upgrading the skills of women who have left work because of family's care, increasing their access to the labour market;
- to increase childcare and elder care provision, improve the quality of services and promote the benefits of childcare/ eldercare provision;
- to improve accessibility to family support structures (through childcare and eldercare) particularly for single parents, people with disabilities and low-income groups;
- to raise awareness of the gender discrimination and segregation and develop tools to remove it;
- to promote measures to provide job quality and security for atypical workers, including part-timers, to encourage the taking-up of such jobs as a means to reach a work-life balance;
- to promote new measures providing assistance to women to improve their accessibility to self-employment opportunities.

Tab. 16. Financial Resources for priority EQUAL topics:

Priority Themes	Funds
Employability	413.271€
Entrepreneurship	413.271€
Equal Opportunities	413.271€
Asylum Seekers	248.233€
Technical Assistance	165.488€
Total	1.654.844€

Source: EQUAL: Malta 2004-2006

Programs at National level

We will examine the programs at national level concerning families, gender discrimination, poverty and employment with the relative institutional structures.

10.2. National Program for the families

The National Family Commission (also known as KNF - Kummissjoni Nazzjonali Familja) within the Ministry for Family and Social Solidarity, was set up in 2001. One of the main objectives of the Commission is to advise Government and to suggest appropriate measures to promote the well being of Maltese families, in the context of the rapid social changes that are taking place.

Services supplied by the "Ministry of the family and the social solidarity" within the National program for families.

Alcohol Community Services: The Alcohol Community Team provides personalised services to individuals and their significant others who are experiencing some form of alcohol-related problems and gambling related problems. Services offered by this Team consist of a help-line, information and advice, intake and assessment, outreach, crisis intervention, support counselling, advocacy and aftercare and social re-integration. Such services are delivered both through home visits and office-based intervention.

Alcohol Day/Residential Rehabilitation Programme: The Alcohol Day/Residential Rehabilitation Programme provides personalised services to individuals and their significant others who are experiencing some form of alcohol-related problems. The Programme caters for the socio-psychological needs of clients by providing assessments, day programmes, residential rehabilitation, behaviour modification, individual counselling, group psychotherapy and group work, adult education, occupational activities, and support to families and significant others.

Child Protection Services: The Child Protection Service provides a procedural framework for the protection of children, who are suffering or are in danger of suffering from child abuse and/or neglect. This is achieved through the development and promotion of a multi-disciplinary approach for the prevention, identification, investigation, assessment and follow-up of children, who are abused and/or neglected. When necessary, the Service takes measures for the emergency protection of children who are suffering from actual/alleged child abuse/neglect. In addition, the Service provides consultative services on actual/suspected child abuse/neglect, and gathers statistics concerned with child abuse/neglect.

Community Services: The Community Services aim to empower disabled persons and their families/carers through personal assistance and intervention to better their quality of life and thus promote their right to live in the family ambience and to be participant citizens in their community. The intervention strategies or personal assistance needs are reviewed quarterly to determine whether the identified outcomes are being achieved.

Courses on Disability Issues: The National Commission Persons with Disability offers basic short courses about the different aspects of disability. While delivering some basic common information, these courses are also tailor-made to meet the needs and demands of the people following them. Several people with disability, their parents and other organizations involved in their care, take an active part in the delivery of such courses. They strive to instill a more positive attitude towards the social aspect of persons with disability.

Domestic Violence Unit: The Domestic Violence Unit provides quality social work service to adults and their children suffering abuse in family and in intimate relationships. It supports and empowers the person being abused, helps to find shelter when requested, and refers its service users to any other necessary and appropriate services. The Unit is committed to the promotion of a society with zero tolerance towards violence.

Drugs Community Services: The Drug Community Services offer individualised support to drug users and their significant others with the aim of motivating individuals to commit themselves to major lifestyle changes and assisting them in achieving and maintaining abstinence from drugs. This is done through one-to-one counselling sessions as well as group sessions that aim to enable a healthier lifestyle. This programme is aimed at opiate users who are employed or gainfully occupied and have the necessary support to succeed in a community-based programme.

Family Support Services: The Family Services offer family assessments, family therapy, couple therapy and support to families with addiction-related difficulties. The interventions aim to strengthen and teach communication skills to the families of substance abusers.

Family Therapy Services: The Family Therapy Service provides a therapeutic and professional service to families undergoing difficulties and who seek help. It also provides on-going training in Family Therapy and consultation on family work to other professionals working in the field of family problems.

Foster Care Allowance and Foster Care Service: A person or married couple certified by the Director of Social Security, that they are the official foster carer/s of a child, are entitled to a Foster Care Allowance. The Fostering Service helps to create opportunities for children to thrive and grow and to provide a quality and enlightened experience for children in foster care placements.

Gambling Addiction Counselling Service: The Gambling Addiction Service provides addiction counselling and support to individuals and their families experiencing a problem with gambling. It offers a wide range of services, including crisis interventions and planning one's finances, employment and housing arrangements.

Ghabex - Residential Shelter for Victims of Domestic Violence and their Children: The service provides a safe refuge to women and their children who are victims of violence in intimate relationships, and who require emergency and temporary shelter in a safe environment. In addition, it provides professional support to women and their children leaving abusive relationships, by helping them deal with the effects of abuse while also working towards making healthy plans for the future. This service aims to increase women's and children's awareness of the dynamics and adverse effects of violence and helps them to understand that abuse is never acceptable or justified.

Home Care Help: The Home Care Help Service offers help of a personal and light domestic nature to older adults or persons with special needs. The aim of such service is to allow the recipients of such service to continue living in their community as independently as possible. It also aims to provide respite and support for informal carers. Ultimately, the Home Care Help Services helps to avert or delay the demand for long-stay residential care by providing the required support in the client's own home.

Perpetrator's Service: Perpetrator's Service is committed towards enhancing the safety of women and children by providing professional group therapy for men who engage in abusive and/or violent behaviour. This service only helps men in addressing their abusive beliefs and move from abusive behaviour to respect through awareness and responsibility. This Programme works towards a society with zero tolerance to violence.

Programm Ulied Darna: In Programme Ulied Darna (PUD) volunteers offer regular time, skills, friendship, support, information and practical help to facilitate the life of families who are under stress in their own homes, in order to promote the enjoyment of family life. Professionally trained volunteers offer practical help to parents/carers who will be experiencing some difficulties with their children, by stimulating the development of parental skills on a one-to-one basis and by supporting children to be well cared for in their own homes.

10.3 National Commission for the Promotion of Equality for Men and Women

The National Commission for the Promotion of Equality (NCPE) for Men and Women was set up in January 2004, following the coming into force of Chapter 456, Equality for Men and Women Act (Act I of 2003) of the Laws of Malta. The Commission is the official body that acts as the focal

point on gender issues and provides the instruments for identifying, establishing and updating all policies related to issues of equality.

Commission's functions are:

- to identify, establish and update all policies directly or indirectly related to issues of equality for men and women;
- to identify the needs of persons who are disadvantaged by reasons of their sex and to take steps and propose appropriate measures in order to cater for such needs in the widest manner possible;
- to monitor the implementation of national policies with respect to the promotion of equality for men and women;
- to liaise between, and ensure the necessary co-ordination between, government departments and other agencies in the implementation of measures, services or initiatives proposed by Government or the Commission.

GENDER EQUITY National Action Plan 2003-2004 Malta

An Association has been instituted that represents women without distinctions of working categories (National Council of Woman) to discuss the social and working politics. This Council has submitted a project on "Women Role Models" under the Equal Programme with a view to increase gender integration in Malta.

Gender Equity National Action Plan has dictated the following priorities for its agenda: a) access of the women to labour market; b) professional development; c) balance between familiar life and job; d) working atmosphere; e) attendance to the children; f) new types of jobs.

The instruments previewed by GENDER EQUITY National Action Plan 2003-2004 Malta are:

"Increasing Female Participation through Childcare Services at the Workplace". It is a project conceived as an accompanying measure of all Structural Fund projects in order to prevent the loss of human potential and family's stress as well as unemployment especially that of women with young children. The projects gives incentives to create childcare services at the workplace.

The *"Part-time Employment Register"* provides assistance to those individuals, women in particular, who wish to take up part-time employment. However, the Register is still not set up officially by law. Job matching is done manually.

The project named *"Studies Related to Measures Aimed at Improving Gender Equality"*. It is a project that has been submitted for ESF funding. It is co-ordinated by the National Commission for the Promotion of Equality for Men and Women, and it is to be undertaken over the period 2004-2006. The project will focus on research about the introduction of family-friendly measures at the workplace, gender pay review, career path and conditions of work of graduates in the labour's market and on a tele-working pilot project.

10.4. National Action Plan for Employment Malta 2004

The National Action Plan on Employment is a document that every Country member of the UE elaborates annually in order to illustrate its current job policies and to describe how much has been realized in the previous year.

The National Action Plan for Employment Malta 2004 has three main targets:

- increasing the adaptability of workers and enterprises;
- attracting more people to labour market and making work a real option for everybody;
- investing more and more effectively in human capital and lifelong learning.

Malta's policy have had the objective of increasing occupation rate (that is still too much low) and of opening the labour market to the persons who are still excluded, like women, young people and older than 50.

The 2004 National Action Plan on Employment sets out the principal employment strategies from 2005 to 2010¹⁶, as well as the key measures under each strategy for 2005.

Among the *10 guidelines*¹⁷ of NAP 2004 those that regard Equality between men and woman are:

1. *Encouraging female labour market participation*

In addition to various campaigns on different media by different stakeholders, the ETC published its first Gender Equality Action Plan to cover years from 2002 to 2004. This Plan included a range of initiatives to encourage women to seek and take up work, especially in non-traditional areas; to retain their job through improved work-life balance; and to progress in their careers.

2. *Removing segregation*

Strenuous efforts have been taken to increase the number of girls taking up non-traditional career paths. Awareness raising campaigns in this regard have been implemented by the Employment and Training Corporation through various media, including printed media, radio and billboards. The Malta College for Arts, Science and Technology has also tried to increase the uptake of non-traditional courses by its female students.

In 2004 the Employment and Training Corporation has developed a manual on Gender-Sensitive Vocational Guidance and has conducted a training programme towards all teachers responsible for guidance in schools and for personal and social development education.

The University of Malta intends to start a mentoring scheme for students and staff and to conduct information seminars with the use of role models to encourage women to break stereotypes. At the moment, there is only one female representative on the University Senate and Council, and various University Committees are not gender-balanced in their representation.

¹⁶ Malta will be pursuing a six-pronged employment strategy between 2005 and 2010:

1.full employment; 2.quality and productivity at work; 3.improve levels of education; 4.raise the national employment rate (particularly that of women); 5.modernize public employment; 6.improve governance of labour market policies.

¹⁷ The guidelines for this NAP are: 1. Active and Preventive Measures for the Unemployed and Inactive; 2. Job Creation and Entrepreneurship; 3. Promotion of Labour Adaptability and Mobility; 4. Promotion of Development of Human Capital and Lifelong Learning; 5. Increase Labour Supply; 6.Gender Equality; 7. Promote the integration and fight the discrimination of people disadvantaged in labour market; 8. Making Work more Productive; 9. Transforming Undeclared Work into Regular Employment; 10. Reduce Regional Employment Disparities.

3. *Reconciling work and private life*

The ETC has launched a campaign in all media on sharing family's and professional responsibilities, in close collaboration with the National Commission for the Family and the Malta Employers' Association.

4. *Promoting gender difference in Trade Unions*

In recent years, the social partners have stepped up their efforts to promote gender equality. The two major trades unions, the General Workers' Union (GWU) and the Union Haddiema Maghqudin, (UHM) both organize a range of activities in this regard. The GWU has adopted a gender mainstreaming policy within the Union, and has an advisory Female Works Committee with representatives from all sections of the Union. GWU is currently piloting a mentoring scheme to encourage female participation on committees. In 2005, the GWU will continue to run a range of courses and to provide childcare services.

Instruments of the National Action Plan for Employment 2004 for social vulnerable groups

Others measures and programs have been adopted in favour of social vulnerable groups' employment.

The "*Supported Employment Programme*" is a project coordinated by the Richmond Foundation which provides support to persons with mental health problems at work place. This programme is introducing the concept of diversity at work place and tries to reduce the dependency of persons with mental health problems on social benefits.

"*The Business Promotion Act*" grants tax incentives for the recruitment of persons belonging to particular groups. These incentives have been launched in February 2003, but have not yet been fully utilized.

"*Technology Skills for Women Returning to the Workforce*" is a training project submitted to ESF by Malta College of Arts, Science and Technology. Its aim is to provide women the instruments necessary in order to develop some manual and entrepreneurial skills.

"*Youth Outreach Programme*" provides training in job-searching skills to youths living in deprived areas.

"*Training Employment Exposure Scheme*" helps unemployed who are 40 years old to enter labour market and prevents long-term unemployment.

"*Profiling System*" is a project aiming at identifying the attitude and motivations of the registered unemployed to improve them. Indeed older inactive persons tend to have outdated skills, thus making it harder for employers to recruit them; at the same time they often find difficult to train in areas that are different from those in which they have worked, and they tend to resist training or to believe it is inappropriate for them.

Other specific training programmes for vulnerable target groups which include adolescents, victims of domestic violence, single parents and persons with mental health difficulties have been developed by "The Social Welfare Agency Support".

10.5 Malta National Action Plan on Poverty and Social Exclusion 2004-2006

The main challenges to face to promote social inclusion in Malta are the high levels of illiteracy, adults with low skills and other labour's market failures.

In addition to unemployed people, the groups who are at risk of poverty and social exclusion are disabled people (particularly those without adequate education or skills), disadvantaged children (i.e. those living in low income families or in families in difficulty), and single parents (particularly those with dependent children who pay market rents as tenants).

Poverty and social exclusion can also be found among low skill adults, persons with mental health problems, persons with addictions, low-income persons like elderly (specially women) and immigrants.

The most immediate policy priorities in relation to tackling poverty and social exclusion are:

- increasing the overall employment rate –specially female – and develop policies to make work more productive while promoting more and better jobs for both women and men who are currently inactive or who are recipients of social benefits;
- to raise the provision of vocational education, training and lifelong learning, and to increase the number of the respective students in order to improve employability and favour better jobs;
- to reinforce welfare measures to provide support for single parents, persons with mental health problems, victims of domestic violence and persons coming from rehabilitation or institutional care.
- Ensuring adequate and sustainable pensions.

Policy Instruments and Measures of Malta National Action Plan on Poverty

The “*Supported employment scheme for persons with disability*” is a new Employment and Training Corporation Scheme submitted for ESF funding which aims at providing financial incentives to employers to recruit disabled persons.

“*On-the-job training*” organised for long-term unemployed and other workers is a program which provides individualised training to workers who have specific problems in finding employment.

The “*Empowerment Skills Programme*” provided by Employment and Training Corporation helps women to acquire those skills that are necessary to re-enter labour's market.

The “*Bridging the Gap Scheme*” exposes the disadvantaged groups (disabled persons and persons with mental health problems in particular) to real work situations and provides temporary financial assistance to employers. Cooperation agreements with non profit organizations provide more individualised training to disadvantaged groups who are seeking work.

“*Foundation Training Programme for Adults*”, “*Retraining and Reskilling of Workers for the Building and Construction Industry*”, “*Preservation of Traditional Maltese Crafts*” and “*Retraining and Reskilling of Engineering and Electronics Workers*” are five more projects all aimed at vocational training for youths and adults in several areas designed to match candidates to a trade/skills for which he or she is best suited, leading to a recognised qualification in a specific area of specialization. The projects aim at providing to unemployed from the building, construction,

electronics, crafts and engineering sectors new skills for the expanding building industry and engineering skills for domestic and commercial environments.

11. Malta's Welfare State prospects

Malta's Welfare System can be classified among the *Mediterranean model* of social assistance for its specific characteristics, consisting in the fact that responsibility of care-work, as we have seen, is up to family (and, inside family, up to women). Some authors (Bettio, Plantenga 2004), putting in evidence the *predominant* role that in Southern Europe's countries an informal institution like family exercises in care-work (in addition to market and to State), identify a *Mediterranean model of Welfare* in which are included Italy, Spain and Greece¹⁸.

This Mediterranean model can be added to the other three (*conservative, liberal, socialdemocratic*) pointed out by Esping-Andersen only on the basis of the role carried out by the State in social protection and on the basis of the market-State dialectics (ignoring family)¹⁹.

An other peculiarity of the Mediterranean model is that Welfare State is mainly based on monetary transfers rather than on supply of public services and that these transfers privilege adults and old people to children and family.

The crisis of public finance, together with demographic, economic, social changes (population's ageing, reduction in family's dimension, female emancipation) have reduced, in many Southern European Union's countries, State's presence in social assistance and weakened family's capacity of answering to increasing social needs. To respond, in a cheaper and more effective way, to the larger demand of social services²⁰ there has been the flourishing of non profit organization (Church, voluntary service, social cooperatives engaged in social assistance) accompanied by the transformation of the State from *producer* of relational goods to *regulator* of non profit social assistance's activities. This process has allowed an enlargement of the offer: from a supply of services coming (mainly) from family and State (Welfare State) to a supply of services composed by a mix of market (private sector), non profit sector, State, family (Welfare Mix or Plural Welfare). In the wake of "horizontal subsidiarity" principle side by side of public and market economy, a new form of economy has risen: civil economy, based on gift and reciprocity.

Differently from the evolutive tendencies of Mediterranean countries, the passage from Welfare State to Welfare Mix is still problematic and slow in Malta. In spite of the increasing forms of collaboration between public and non profit organizations, Malta's Third Sector (with its strong component of foundations, heritage of English culture) has still a too weak role, in comparison with family and State, in supporting people's life on both factual and symbolic dimension²¹.

In this missing transition, specially as regards elderly long term care, Malta can not see yet the growth, inside Welfare Mix, of an other *informal component* (in addition to family) formed by *immigrated women* to detriment of the services offered by private or non profit organizations like social cooperatives, foundations, etc. ("*care drain*" phenomenon), which is very strongly in course in other Mediterranean countries (Italy, Spain, Greece)²².

Immigrants are within middle-low income family's reach (because of public money transfer for assistance scope), they cost less in comparison with private and non profit service, they can be full-

¹⁸ See F.Bettio, J.Plantenga, *Comparing Care Regimes in Europe*, in "Feminist Economics", n.1, 2004, pp.85-113.

¹⁹ See G.Esping-Andersen, *The three worlds of Welfare Capitalism*, Polity Press, Cambridge, 1990.

²⁰ This is a rather functionalist explanation of the birth of non profit sector, but economic theory relates the origin of non profit sector to market's failure (problems of hidden information according to Hansmann) or to State's failure (according to Weisbrod hypothesis).

²¹ See A. M. Abela, 1996, 2002 and 2003.

²² See F.Bettio, A.Simonazzi, P.Villa, *Welfare mediterraneo per la cura degli anziani e immigrazione* in AA.VV, *Questioni di genere, questioni di politica*, a cura di Annamaria Simonazzi, Carocci, 2006, pp.183-211.

time co-resident with old people (avoiding transfers in private or non profit residences which are more expensive and which imply home leaving).

But immigrants are competitive also in comparison with public service which is insufficient in quantity (there is often a lack of public residential services), in quality (in public structure service is sometimes bureaucratic), in freedom of access (there are often income barrier to get into public structure and waiting lists to respect), and which is more onerous in terms of cost for the community.

This “*crowding out*” effect can not happen these days in Malta, in spite of the relevant immigration floods, because on one side too few Maltese women participate to labour’s market to look after their family (not having the necessity of being replaced in care-work) and on the other side because the Third Sector has not had yet its full expansion in the islands to be really menaced by immigrants.

Besides the gender characteristic (in Mediterranean countries families’ services are mainly provided by *female* immigrants), also the place of origin of female immigration towards Mediterranean countries has a crucial importance for the rising of this effect. Lately Eastern Europe countries (Romania, Bulgaria, Albania, Poland, Ukraine, Moldavia, Urss) have joined to the traditional countries of provenance of female immigration²³. The cultural and religious affinity makes immigrants coming from Eastern Europe countries particularly appealing for care-work in South Europe’s families. Immigrants in question are generally middle age women, good educated, married with children who left their family and country only for a temporary migration, who periodically go back home for a little stay to come back to the families in which they work²⁴. So they do not aim at a minimum of social mobility (from a co-resident job to a paid job on hour basis), nor at a full social integration.

Malta’s immigrants (mainly coming from Africa) see the island like the first leg of a journey to move to other European countries. So they are not even interested in temporary or rotation migration (which matches periods of stay in the host-country with returns to native-land to preserve familiar responsibility in their mother country).

This peculiar migration model, in addition to the delay of Welfare Mix coming, can not make possible in Malta a different division of care work among local family (enriched by the contribution of foreign women in care-work), State, Market and Non profit sector like the one observed in the other neighbouring Mediterranean countries.

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²³ Capo Verde, Philippines, Ex-african colonies, South America for Italy; Dominican Republic, Philippines, Peru for Spain; Albania, Philippines for Greece.

²⁴ See F.Bettio, A.Simonazzi, P.Villa, *ibidem*, p.202.

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