

28 May 2026

Briefing note on Maltese political parties' commitment to implementing the recommendations of the public inquiry into Daphne Caruana Galizia's assassination

The purpose of an Article 2 (ECHR) inquiry is “...to ensure so far as possible that the full facts are brought to life, that culpable and discreditable conduct is exposed and brought to public notice; that suspicion of deliberate wrongdoing (if unjustified) is allayed; that dangerous practices and procedures are rectified; and that those who have lost their relative may at least have the satisfaction of knowing that lessons learned from his death may save the lives of others”, (Lord Bingham, cited in the [legal opinion](#) by Doughty Street Chambers and Bhatt Murphy Solicitors, page 10). The purpose of the public inquiry into the assassination of Daphne Caruana Galizia, initiated in 2019, is therefore for the Maltese State to learn lessons about how to prevent future deaths.

The public inquiry followed a [2-year campaign](#) involving Daphne's family, civil society, press freedom and free expression groups, UN experts, and international bodies including the Council of Europe and the European Parliament for State accountability. On 26 June 2019, PACE adopted resolution [2293](#) “Daphne Caruana Galizia's assassination and the rule of law in Malta and beyond: ensuring that the whole truth emerges”, giving the Maltese government three months to initiate the public inquiry.

The board presented its final [report](#) to Robert Abela, Malta's Prime Minister, on 29 July 2021. In the absence of an official translation of the report, The Daphne Caruana Galizia Foundation published a [courtesy translation](#) on 20 November 2021.

The rationale of the public inquiry board's recommendations is key to a comprehensive understanding of the situation in Malta. The recommendations must therefore be viewed in the context of the board's findings. The report's recommendations cover two main areas: i) the protection of journalists and journalism and ii) the rule of law.

The table below summarises political parties' proposed reforms relating to the recommendations of the report of the public inquiry, as stated in their 2026 electoral manifestos.

Recommendation	Status	Family position on the recommendation	2026 electoral manifesto proposals			
The public inquiry board took ownership of the recommendations by the Venice Commission, GRECO (including MONEYVAL's), EP Legal Affairs Committee (JURI), PACE Legal Affairs and Human Rights Committee Report.						
			PL	PN	ADPD	Momentum
Venice Commission , particularly the opinion adopted on 8/9th October 2020 regarding legislation proposed by the Government.	The report of October 2020 indicated the state of play.	Pending recommendations must be implemented without further delay.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. We will ensure that all recommendations arising from public inquiries, independent reports and official investigations are implemented fully, seriously and without delay. These processes are crucial to strengthening institutions, improving transparency and strengthening the people's trust in public administration. We are committed to not letting any recommendations remain on the shelf, but to translating them into concrete action for the good of the people.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented. (Jiġu implementati bis-shih ir-rakkomandazzjonijiet tal-kummissjoni ta' inkjesta pub blika dwar l-assassinju tal-ġurnalista Daphne Caruana Galizia).	Momentum No mention.
GRECO	2nd compliance report concluded that Malta is not in sufficient compliance with	Recommendations must be implemented without further delay.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official	ADPD Fight against corruption and organised crime proposal 1. The	Momentum No mention.

	the recommendations of the Fifth Round Evaluation Report. (GRECO's fifth evaluation of Malta was in 2018. The 6th evaluation round is due in 2027.)			reports. as above.	recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	
MONEYVAL	Recommendations of the 5th Round Mutual Evaluation Report are not fully implemented. Moneyval's 1st enhanced follow up report says: "Malta is encouraged to continue its efforts to address the remaining deficiencies."	Family	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
EP Legal Affairs Committee (JURI) recommendations to strengthen good governance	Insufficient available information.	We agree with the implementation of measures that ensure good governance.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
PACE Legal Affairs and Human Rights Committee report dated 8th June 2019, adopted by the Assembly on 26 June 2019	Only partly implemented (initiation of the public inquiry). GRECO and MONEYVAL recommendations are not fully	GRECO and MONEYVAL recommendations must be fully implemented without further delay. The overall reform process must be transparent and inclusive. (In October 2023, Malta government promised a white paper on reforms related to the public inquiry	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of	Momentum No mention.

	implemented; the reform process is not fully transparent and inclusive; several high level corruption and money laundering cases are not being prosecuted, e.g. Mozura, Pilatus Bank (only two middle-ranking officials are being prosecuted) and others only half-heartedly, e.g. Vitals (Steward Health Care) .	recommendations. No white paper has been published. Public consultation on media reform opened in August 2025 and closed on 31 October 2025. Malta Government has not publicly committed to publishing a planned timeline, including milestones, for the reform process.) All high level corruption and money laundering cases must be successfully prosecuted.			Daphne Caruana Galizia will be fully implemented.	
--	---	--	--	--	--	--

In addition to adopting the recommendations cited above, the public inquiry report makes the following recommendations.

Specific amendments for the introduction of new crimes and consolidation of existing laws

Introduce Unexplained Wealth Orders to fight financial crime, including bribery and corruption.	Not implemented.	Public consultation and independent studies on potential effectiveness of the tool if properly administered are required.	PL No mention.	PN Governance proposal 81. New law on unexplained wealth “We will introduce a law on unexplained wealth so that, where a serious disproportion between declared wealth and legitimate income arises, an explanation can be requested and action taken.”	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
Criminalise public officials’ attempted or actual hindrance of police or other authorities in their duties including crime investigations.	Not implemented.	Agree.	PL No mention.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of	Momentum No mention.

				We will ensure that all recommendations arising from public inquiries, independent reports and official investigations are implemented fully, seriously and without delay. These processes are crucial to strengthening institutions, improving transparency and strengthening the people's trust in public administration. We are committed to not letting any recommendations remain on the shelf, but to translating them into concrete action for the good of the people.	public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	
Criminalise mafia-style association (similar to Article 416 bis of the Italian Criminal Code).	Not implemented.	This potential legal tool may be less effective than updated anti-racketeering laws combined with more effective and well-resourced investigative units within the police, and a more efficient court system. At least, a public consultation on this recommendation should be held along with the other recommendations.	PL No mention.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
Criminalise abuse of office by a public official or a person in charge of a public service in the execution of their duty or in the exercise of their functions.	Not implemented.	Agree.	PL No mention.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana	Momentum Governance proposals 5. Clear criminal penalties for both requesting and granting political favours 10. Automatic disqualification from

					Galizia will be fully implemented.	public office for corruption convictions
Revise Attorney General law to fully implement the recommendations of the Venice Commission in regard to the full control of the investigation of serious crimes together with the Police as well as to initiate an investigation directly.	Partly implemented.	Agree.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
Introduce the crime of the obstruction of justice in criminal law...include appropriate sentences which also cover attempted perversion of justice.	Not implemented.	Agree.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
Legislative provisions including in the Code of Ethics are required to safeguard against improper conduct of public officials in the execution of their duties	Not implemented. OECD reports on the lobbying framework and standards in public life have not been acted upon, despite a formal recommendation made by the Commissioner for Standards in Public Life under article 13(1)(f) of the Standards in Public	Agree.	PL Governance proposal 1 . We will implement another reform to update the Code of Ethics for Ministers and Parliamentary Secretaries to reflect present needs. 5. Preparations for our country to join the Organisation for Economic Co-operation and Development. (OECD)* will continue	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum Anti-corruption proposals 1. Strengthen the Anti-Corruption Commission with executive powers & adequate resources 2. Establish a Special Prosecutor's Office for high-profile corruption cases. 3. Remove prescription periods for Standards

	<p>Life Act (letter to the PM, 11 July 2022).</p>		<p>in the coming months and years, including reforms in our country's laws and strengthening the capacities of the public administration.</p> <p><i>*The PL manifesto refers to "Organisation for Security and Cooperation in Europe (OECD)". We understand that this is a reference to the OECD and not the OSCE. Malta has been a member of the OSCE since 1975.</i></p>			<p>Commissioner investigations.</p> <p>6. Modeled on the EU's Transparency Register, establish a register for all government and ministerial meetings with dates, participants and agendas. This will be made publicly available online.</p> <p>7. Mandatory conflict-of-interest declarations, subject to verification process, for all public officials.</p> <p>8. Enhanced whistleblower protections with legal immunity.</p> <p>10. Automatic disqualification from public office for corruption convictions.</p> <p>19. Make commissioners' and ombudsman's decisions executive rather than advisory.</p> <p>20. Establish independent ethics commission with stronger enforcement powers</p> <p>41. Asset dashboard showing each MP's declared assets, audit findings, and</p>
--	---	--	---	--	--	--

						<p>any red flags.</p> <p>42. Public database for appointments in public positions open to scrutiny.</p> <p>43. Transparency watch website for politician behaviour with real-time ethics information.</p>
Effect timely and effective investigation by an ad hoc structure within the police force of the cause of risk/s to journalists.	Not implemented.	<p>Agree.</p> <p>An ad hoc structure within the MPF should identify points of failure which place journalists at risk.</p> <p>Systemic risk needs to be addressed by systemic solutions. The public inquiry identified the culture of impunity as a major factor that enabled Daphne's assassination. Swift action following journalists' exposure of crimes is essential to eliminating impunity.</p>	<p>PL</p> <p>No mention.</p>	<p>PN</p> <p>Governance proposal 91. Implement the recommendations of inquiries and official reports.</p> <p>as above.as a</p>	<p>ADPD</p> <p>Fight against corruption and organised crime proposal</p> <p>1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.</p>	<p>Momentum</p> <p>No mention.</p>
Recommendations in regard to the protection of the life of journalists and strengthening journalism						
In regard to the protection of journalists						
a. formal structure within the Police... [to] identify which persons, and not just journalists, would be exposed to serious attacks of all kinds and for any reason which may escalate to physical violence.	<p>Implemented.</p> <p>(Malta Police Force includes a VIP protection unit and a Threats to Life Manager).</p>	<p>Agree.</p>	n/a	n/a	n/a	n/a
b. Within the Police operational unit there needs to be an element focussed on journalists who may be at serious risk, able to assess the risk in virtue of the quality of	<p>Implemented.</p> <p>The Malta Police Force protection unit tasked with assessing risk to life is also tasked with assessing</p>	<p>Agree.</p> <p>There is a need to build trust among journalists that the unit functions in their interest.</p>	n/a	n/a	n/a	n/a

<p>the journalist's investigation, what they are publishing, the effect on the subjects of their reporting, and the potential risks a reaction could generate. The unit may serve as liaison between the police and the journalist, who therefore will feel safe and protected to exercise their duty freely.</p>	<p>risks to journalists. There is no unit focussed solely on journalists. According to Malta government's input (p.39) to the 2025 Rule of Law Report, five out of a total of 30 "threat to life" (TTL) reports received by the police in 2024 concerned journalists. The information does not indicate how many reports prompted only preliminary checks or a full TTL assessment, nor whether the police took legal action against any of the sources of the threats.</p>					
<p>c. Risk mitigation measure - police should timely investigate serious allegations reported by journalistic investigations (open source).</p>	<p>Not fully implemented. (e.g. public hospitals fraud prosecutions were triggered by a magisterial inquiry instigated by Repubblika, a civil society group, and the prosecutions in connection with 17 Black and the Panama Papers, result from a magisterial inquiry triggered by a 2018 request by two MPs in their personal capacity).</p>	<p>Agree.</p> <p>The lack of investment in the Malta Police Force and the lack of autonomy undermines its ability to investigate and prosecute crime.</p> <p>A series of high profile resignations from the Malta Police Force has further depleted the existing force.</p>	<p>PL No mention.</p>	<p>PN Governance proposal 91. Implement the recommendations of inquiries and official reports.</p> <p>as above.</p>	<p>ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.</p>	<p>Momentum</p>
<p>The Police corps need to be well trained, particularly its specialised elements, in the values and methodology of journalism, while respecting professional autonomy and secrecy and the inviolability of sources.</p>	<p>Insufficient available information.</p>	<p>Agree.</p>	<p>PL No mention.</p>	<p>PN Governance proposal 91. Implement the recommendations of inquiries and official reports.</p> <p>as above.</p>	<p>ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.</p>	<p>Momentum No mention.</p>
<p>In regard to strengthening journalism in the country</p>						

On a constitutional level						
1. Constitutional amendment: insert articles concerning freedom of expression, recognition of freedom of journalism as one of the pillars of a democratic society that the State has the obligation to guarantee and protect, which should also recognise the right to information from the State and public administration and the obligation for them to provide such information.	Not implemented.	Agree.	PL Status not specified.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No specific mention of media in Constitutional reform proposal..
2. Set up a fully autonomous, impartial, and independent Office of the Ombudsman or a Commissioner for Journalistic Ethics , on the same lines as the Commissioner for Standards in Public Life, to protect media freedom, journalists' safety, and the right to information, as a reference point for direction and protection and as a means to ensure compliance with Rules of Ethics and good conduct.	Not implemented.	We do not object to the creation of an autonomous, independent, and impartial entity which has a monitoring role. The mechanism for ensuring compliance with rules of ethics and good conduct should be separated from the monitoring role.	PL No mention.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
3. Revise the provision of the Constitution which established the Broadcasting Authority . Public broadcasting has failed in its duty of ensuring impartiality. The obligation to ensure impartiality should also apply to political party stations.	Not implemented.	Agree.	PL No mention.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum Institutional Reform proposals 21. Create independent media regulatory authority free from government control The Public Broadcasting Authority should no longer have government and opposition party representatives but must be truly independent from government manipulation.
On a legislative level						
1. Revise the Freedom of Information Act (Chapter 496) to limit the instances	Not implemented.	Agree.	PL No mention.	PN Governance proposal 91. Implement the	ADPD Fight against corruption and organised crime	Momentum Transparency proposals

<p>where public administration may arbitrarily refuse to provide information which is of public interest and to which the public has a right.</p>				<p>recommendations of inquiries and official reports.</p> <p>as above.</p>	<p>proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.</p>	<p>37. A stronger ‘Freedom of Information Act’ - requiring the government to automatically publish the information by default</p> <p>The Open Malta Act replaces the current Freedom of Information law and would require the government to publish information by default, instead of waiting for requests. The law would also remove a minister’s power to veto the release of information and set a firm 15-working-day deadline for requests. Officials who illegally delay or block information will be fined on a daily basis.</p> <p>38. Remove Ministerial power that overrides a FOI requests and eliminate “commercial confidentiality” exemptions for public interest information</p> <p>We will remove the ministerial veto and stop the abuse of commercial confidentiality to hide information the public has a right to know.</p>
<p>2. Address the problem of SLAPP libel suits. Eliminate the possibility of frivolous libel suits against journalists initiated by individuals who occupy public positions and who have the duty to defend the right to freedom of expression. Libel suits should be terminated on the death of the prosecuted journalist.</p>	<p>Partly implemented.</p> <p>Malta transposed the anti-SLAPP directive by Legal Notice rather than through parliament, but ignored both the EU and the Council of Europe Recommendations on SLAPPs. Libel suits can still be inherited by a defendant’s heirs.</p>	<p>Agree.</p> <p>The anti-SLAPP law published in July 2024 should be amended to meet the standards set by the EU Recommendation and the Council of Europe Recommendation.</p> <p>All proposed amendments to the legislation should be subject to parliamentary scrutiny and a public consultation.</p> <p>The inheritance of libel suits by a defendant’s heirs should be abolished. This can be effected independently of other reforms.</p>	<p>PL</p> <p>No commitment to abolish inheritance of libel suits.</p> <p>Media and public broadcasting proposal</p> <p>12 In the coming years we will continue to build on the existing [anti-SLAPP] law so that it covers cases opened in Malta and increases sanctions against those who initiate proceedings abusively.</p> <p>14. There is a need to provide broader protection</p>	<p>PN</p> <p>Governance proposal 91.</p> <p>Implement the recommendations of inquiries and official reports.</p> <p>as above.</p>	<p>ADPD</p> <p>Fight against corruption and organised crime proposal</p> <p>1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.</p>	<p>Momentum</p> <p>Anticorruption Proposal 9.</p> <p>Implement stronger anti-SLAPP protections for journalists and civil society</p> <p>Anti-SLAPP protection must be extended to domestic cases with increased penalties for frivolous lawsuits.</p>

			to those who fall victim to defamation and libelous statements. It is time to introduce expedited libel proceedings and adequate remedies that make more sense for today's times.			
From the organisational aspect						
The distribution of public funds spent on advertising should be fair, equal and non-discriminatory.	Not implemented.	Agree. The distribution of publicly funded advertising should be fair, equitable, non-discriminatory, and transparent. The Association of Media Owners set up in December 2023 is a move in the opposite direction to this recommendation. The main opposition party's and the governing party's media companies are members of the association, effectively putting the government on both sides of the negotiating table - a situation that will not be remedied if the governing party is replaced by the one currently in opposition.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.
Final recommendation - a law to regulate the journalism profession						
A law which provides an organisational framework in which journalists may operate freely and totally independent from interference or undue pressure, which should ensure that the profession is self-regulated and entrusted with the safeguarding of the ethical standards of the profession with powers to take disciplinary measures where necessary. It is important that any Board or authority which has this function would be totally independent and autonomous even from the financial aspect. The IGM is not suitable for this purpose.	Not implemented.	We object to the use of a warrant or membership of a group to identify professional journalists who therefore enjoy legal protection.	PL No mention.	PN Governance proposal 91 . Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.

Establishment of a Committee of Experts						
The State [should] examine the state of journalism and the fundamental right to freedom of expression with the purpose that the recommendations of this Board, among others, are implemented in a holistic and organic framework.	Partly implemented. Committee established in February 2022 . Final report presented to the Government on 4 June 2023. Most of the public inquiry recommendations are still not implemented.	We disagree with how this recommendation was implemented, in that heads of independent newsrooms were appointed by the Prime Minister and paid by the Government to be on the committee.	n/a	n/a	n/a	n/a
The State should acknowledge its failings						
The State should formally and publicly acknowledge the serious failings in the public administration... which enabled the development of de facto impunity that could facilitate the assassination of Daphne Caruana Galizia.	The Prime Minister apologised publicly at a press conference on 29 July 2021, the day he received the public inquiry report.	The promises Prime Minister Abela made at his press conference have not been fulfilled. State contrition is not a one-time act, but must be a sustained course of action leading to positive and permanent change. No other speech, comment, or publication - whether by the PM or members of his cabinet, or their representatives - has taken ownership of the State's failures identified by the public inquiry or acknowledged that Daphne's assassination could and should have been prevented.	PL No mention of ownership of State failures. No commitment to implement public inquiry recommendations.	PN Governance proposal 91. Implement the recommendations of inquiries and official reports. as above.	ADPD Fight against corruption and organised crime proposal 1. The recommendations of the commission of the public inquiry into the assassination of Daphne Caruana Galizia will be fully implemented.	Momentum No mention.