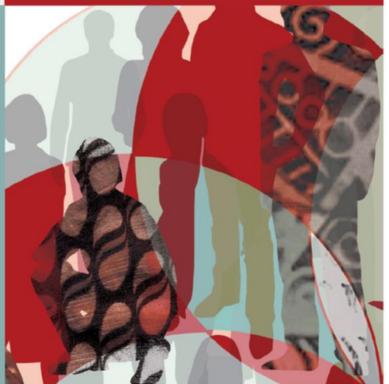


# FIFTH OPINION ON MALTA

Advisory Committee
on the Framework
Convention for
the Protection of
National Minorities
(ACFC)



Adopted on 5 October 2020



### ACFC/OP/V(2020)003

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### SUMMARY OF THE FINDINGS

- 1. The Maltese authorities have maintained their position that there are no national minorities in Malta. They have however pursued their efforts to reinforce their integration policies, in particular by adopting the National Migrant Integration Strategy and its Action Plan.
- 2. Discrimination cases, though isolated, are still reported. The institutional framework against discrimination is still not in compliance with the Paris Principles, although relevant bills are under consideration in Parliament. Furthermore, no data are collected systematically either on the prevalence of racially motivated crimes or on the number of cases relating to incitement to racial hatred.

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3. In the following part of the opinion, a number of articles of the Framework Convention are not addressed. Based on the information currently at its disposal, the Advisory Committee considers that the implementation of these articles does not give rise to any specific observations. This statement is not to be understood as signalling that adequate measures have now been taken and that efforts in this respect may be diminished or even halted. Rather, the Advisory Committee considers that the obligations of the Framework Convention require a sustained effort by the authorities. Furthermore, a certain state of affairs which may be considered acceptable at this stage may not necessarily be so in future monitoring cycles. Finally, it may be that issues which appear at this stage to be of relatively minor concern prove, over time, to have been underestimated.

### RECOMMENDATIONS

4. The Advisory Committee considers that the present concluding remarks and recommendations could serve as the basis for the resolution to be adopted by the Committee of Ministers with respect to the implementation of the Framework Convention by Malta. The authorities are invited to take account of the detailed observations and recommendations contained in the present opinion of the Advisory Committee. In particular, they should take the following measures to improve further the implementation of the Framework Convention:

### Recommendations<sup>1</sup>

- 5. The Advisory Committee encourages the authorities to adopt a flexible and dialogue-based approach in their relations with persons and groups who might be interested in the protection provided by the Framework Convention and in particular to proceed with the publication of the present opinion on a relevant official website, in English and Maltese.
- 6. The Advisory Committee strongly encourages the authorities to include non-mandatory and open-ended questions on ethnic affiliations in the forthcoming 2021 population census, in accordance with UNECE recommendations.
- 7. The Advisory Committee encourages the authorities to continue their efforts to implement, monitor and evaluate, on a regular basis, with the participation of independent researchers and civil society representatives, the National Migrant Integration Strategy and its Action Plan, and encourages the authorities to update them, in particular by including a gender equality perspective.
- 8. The Advisory Committee encourages the authorities, through education polices, to further promote ethnic, linguistic and religious diversity as an essential societal value.

- 9. The Advisory Committee encourages the authorities to pursue their efforts aimed at strengthening the anti-discrimination legal framework, in line with Malta's international obligations and commitments, and at establishing an independent and impartial national human rights institution in compliance with the Paris Principles.
- 10. The Advisory Committee reiterates its call to the authorities to establish a publicly available data collection system on hate crime incidents, including hate speech, which would record the specific bias motivation, and the way it had been addressed by the competent authorities.
- 11. The Advisory Committee reiterates its call on the authorities to continue to give high priority to combating all forms of racism, intolerance and discrimination and to protect all persons within Malta's jurisdiction from such acts.

### Follow-up to these recommendations

12. The Advisory Committee reiterates its readiness to engage in an expertise-based and open dialogue with the Maltese authorities on the scope and requirements of the Framework Convention. In this spirit, it encourages the authorities to organise a follow-up event after the publication of this fifth cycle opinion to review the observations and recommendations made in this opinion. Such a follow-up meeting could be a unique opportunity to re-establish a dialogue between the Maltese authorities and the Advisory Committee, which has been discontinued since the end of the second monitoring cycle.<sup>2</sup> Furthermore, the Advisory Committee stands ready to support the authorities in identifying the most efficient ways of implementing the recommendations contained in the present opinion.

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<sup>&</sup>lt;sup>1</sup> The recommendations below are listed in the order of the corresponding Articles of the Framework Convention.

<sup>&</sup>lt;sup>2</sup> 1st and 2nd state reports of the Maltese authorities, received respectively on 27 July 1999 and 1 December 2004.

## Follow-up activities related to the recommendations of the fourth opinion of the Advisory Committee

13. The Advisory Committee has no information on the steps, if any, taken by the authorities to disseminate the fourth Opinion<sup>3</sup> and the corresponding Committee of Ministers' Resolution.<sup>4</sup>

### Preparation of the state report for the fifth cycle

14. The state report was due on 1 June 2019. On 24 May 2019, the Maltese authorities sent a report stating the following: "The Republic of Malta reiterates its position that Malta has no national minorities in its territory and that any substantive obligations previously mentioned in the Conclusions of the Advisory Committee are not within the remit of the Framework Convention on National Minorities." The report does not provide any of the information requested under the "Outline for State reports to be submitted under the Fifth Monitoring Cycle". 6

### Country visit and adoption of the fifth opinion

15. This fifth cycle opinion on the implementation of the Framework Convention for the Protection of National Minorities (hereinafter "the Framework Convention") by Malta was adopted in accordance with Article 26(1) of the

Framework Convention and Rule 25 of Resolution (2019)49 of the Committee of Ministers.7 The Advisory Committee is challenged by and regrets the absence of a state report compliant with the outline for state reports approved by the Committee of Ministers. It further regrets that it could not carry out a country visit. The Advisory Committee recalls that both the state report and the country visit are essential components of the monitoring process. A visit to Malta would have enabled the Advisory Committee to enter into a direct dialogue with the representatives of the Maltese authorities, including on the scope of application of the Framework Convention. It would also have enabled the Advisory Committee to collect information directly from the State authorities, before discussing matters relating to the Framework Convention with other stakeholders. In these circumstances, the findings are based on written sources. including information from the government, however only that which is available online, and on information obtained by the Advisory Committee from non-governmental sources. The draft opinion, as approved by the Advisory Committee on 28 May 2020 was transmitted to the Maltese authorities on 9 June 2020 for observations, in accordance with Rule 37 of Resolution (2019)49. The Advisory Committee welcomes the observations received from the Maltese authorities on 7 September 2020.

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<sup>&</sup>lt;sup>3</sup> ACFC Fourth Opinion on Malta, adopted on 14 October 2016.

<sup>&</sup>lt;sup>4</sup> Resolution CM/ResCMN(2018)8 on the implementation of the Framework Convention for the Protection of National Minorities by Malta.

<sup>&</sup>lt;sup>5</sup> State Report, p. 2.

<sup>&</sup>lt;sup>6</sup> Outline for State Reports to be submitted under the fifth monitoring cycle of the Framework Convention.

<sup>&</sup>lt;sup>7</sup> The submission of the state report, which was due in June 2019, was regulated by Resolution (97)10. However, the adoption of this opinion was regulated by Resolution (2019)49 on the revised monitoring arrangements under Articles 24 to 26 of the Framework Convention for the Protection of National Minorities, as adopted by the Committee of Ministers on 11 December 2019.

### ARTICLE-BY-ARTICLE FINDINGS

### Scope of application (Article 3)

- 16. The declaration submitted by Malta upon ratification of the Framework Convention states that there are no national minorities within the meaning of the Framework Convention in its territory.8
- 17. The Advisory Committee recalls that states parties should ensure that all persons and groups who may benefit from the Framework Convention are made aware and enabled to avail themselves of the right to self-identify freely in order to enjoy the rights contained in the Framework Convention.<sup>9</sup>
- 18. The Advisory Committee takes note of the fact that the authorities' position on the scope of the Framework Convention has not changed since the first monitoring cycle.<sup>10</sup>
- 19. Given that no full state report has been received and that the Advisory Committee has not carried out a subsequent visit to Malta, it is not in a position, in these circumstances, to monitor more in depth the situation in the country and has therefore no knowledge of any groups of persons having expressed the wish to be recognised as national minorities within the meaning of the Framework Convention.
- 20. The Advisory Committee underlines that the authorities' declaration that there are no national minorities within the meaning of the Framework Convention in the territory of Malta, does not exempt them from giving the possibility to interested persons to receive information on the scope of the Framework Convention. The Advisory Committee notes however that the Framework Convention has never been translated into Maltese nor published on any official website in either Maltese or English.
- 21. The Advisory Committee further notes, regarding the right to self-identify freely, that the Maltese authorities do not offer the option, when collecting data through population censuses, 11 to answer questions on ethnic affiliation, while such data would be very useful to better understand the cultural diversity of the population, provided such questions are non-mandatory and open-ended, in accordance with UNECE recommendations. 12 It notes however that the Maltese authorities intend to include in the forthcoming population census one question on religion and another on

- "race" that they believe are more relevant within the national context and can reportedly be collected at higher quality level. Although the Advisory Committee considers the inclusion of a question on religion as a step towards a better understanding of the cultural diversity of the population, it is of the opinion that questions on ethnic affiliations and languages, in addition to the question on religion, would lead to an even clearer understanding of the concept of cultural diversity as it is explained in the Framework Convention.
- 22. The Advisory Committee encourages the authorities to adopt a flexible and dialogue-based approach in their relations with persons and groups who might be interested in the protection provided by the Framework Convention and in particular to proceed with the publication of the present opinion on a relevant official website, in English and/or Maltese.
- 23. The Advisory Committee strongly encourages the authorities to include non-mandatory and open-ended questions on ethnic affiliations in the forthcoming 2021 population census, in accordance with UNECE recommendations.

### Promotion of intercultural dialogue (Article 6)

- 24. The State Report<sup>13</sup> contains no information on how the Maltese authorities implement their obligations under Article 6 of the Framework Convention. In their comments on the fourth ACFC opinion on Malta, submitted in May 2017, they reiterated their position that any substantive obligations mentioned in the Conclusions of the Advisory Committee were not within the remit of the Framework Convention for the Protection of National Minorities.<sup>14</sup>
- 25. In December 2017, the Maltese authorities adopted the first-ever National Migrant Integration Strategy, together with an Action Plan. The Ministry for European Affairs and Equality has also set up an Integration Unit in charge of implementing the Strategy, and a specific inter-ministerial co-ordination body and a consultative forum which includes organisations representing migrants. The Action Plan foresees in particular the provision of Maltese and English language classes to applicants, the training of cultural

<sup>&</sup>lt;sup>8</sup> Declaration recorded in the instrument of ratification submitted on 10 February 1998: "The Government of Malta declares that Articles 24 and 25, in particular, of the Framework Convention for the Protection of National Minorities of 1 February 1995 are to be understood having regard to the fact that no national minorities in the sense of the Framework Convention exist in the territory of the Government of Malta. The Government of Malta considers its ratification of the Framework Convention as an act of solidarity in the view of the objectives of the Convention."

<sup>&</sup>lt;sup>9</sup> ACFC Thematic commentary No. 4, The Framework Convention: a key tool to managing diversity through minority rights, para. 14.

<sup>10</sup> State Report, p. 2.

<sup>&</sup>lt;sup>11</sup> National Statistics Office of Malta, <u>2011 Census Questionnaire</u>.

<sup>&</sup>lt;sup>12</sup> United Nations Economic Commission for Europe, Conference of European Statisticians, <u>Recommendations for the 2020 Censuses of Population and Housing</u>, para. 700-731; see also its Annex II, Institutional safeguards for the NSI following from professional independence and impartiality, p. 225, para. 41.

<sup>13</sup> State Report

<sup>&</sup>lt;sup>14</sup> Comments of the Government of Malta on the Fourth Opinion of the Advisory Committee on the implementation of the Framework Convention for the Protection of National Minorities by Malta, received on 4 May 2017.

<sup>&</sup>lt;sup>15</sup> Ministry for European Affairs and Equality, <u>Integration = Belonging, Migrant Integration Strategy & Action Plan</u>, Vision 2020, December 2017.

<sup>&</sup>lt;sup>16</sup> *Ibid*, p. 5-6, in particular the Inter-Ministerial Committee on Integration and the Forum on Integration Affairs.

mediators to be deployed in public services, and research to assess the integration needs of vulnerable groups.

- 26. The Maltese authorities also recognise the importance of education about religions to help students achieve an understanding of other beliefs, cultures and traditions. Policies in place aim at encouraging students to discuss such issues at school. For example, the Learning Outcomes Framework for all levels, supporting the National Curriculum Framework, intends to help students to become better informed and capable of critical thinking about religion, acquiring knowledge, attitudes, values and skills.<sup>17</sup>
- 27. The Advisory Committee recalls that Article 6 of the Framework Convention explicitly applies to all persons living on the territory of states parties. The intention of the signatory parties in this regard is clearly indicated in the Framework Convention's explanatory report.<sup>18</sup> The protection offered by Article 6 includes effective measures to promote mutual respect, understanding and co-operation among all persons irrespective of their ethnic, cultural, linguistic or religious identities.<sup>19</sup>
- 28. The Advisory Committee further recalls that its work under Article 6 is based on the recognition and appreciation of the benefits of intercultural dialogue and multilingualism so as to promote tolerance and respect for diversity in societies. National policies must therefore ensure that all national minority languages and cultures that exist in society are visibly and audibly present in the public domain, so that everybody is aware of the diverse character of society and recognises themselves as an integral part of it.20
- 29. The Advisory Committee notes from the outset an increase in the number of foreign nationals living in Malta in recent years<sup>21</sup> and acknowledges that, during this time, a growing number of migrants and asylum seekers coming to Malta has put increased pressure on its integration policies. It notes with satisfaction the adoption of the National Migrant Integration Strategy, together with its Action Plan,<sup>22</sup> and the setting up of an institutional framework for monitoring its implementation. The Advisory Committee further commends

the fact that the Action Plan makes provision for a number of practical steps, with clearly identified responsible bodies and timelines. While welcoming such efforts, the Advisory Committee remains concerned about a number of outstanding obstacles to ensuring improved integration of migrants, asylum-seekers and refugees, in particular cases of discrimination in access to employment, private rented accommodation and other services,23 which may hinder their chance of integrating into Maltese society.<sup>24</sup> Civil society is especially active in proposing recommendations improving the situation.<sup>25</sup> The Advisory Committee underlines the importance of continuously monitoring and assessing such strategies and action plans and, when and where necessary, updating them, with the active participation of the stakeholders concerned.<sup>26</sup> The Advisory Committee further regrets that neither the Strategy nor the Action Plan takes into account the gender equality perspective and any possible challenges faced by women.

30. In addition, the Advisory Committee underlines also that recent research has identified and highlighted individual experiences amongst non-majority ethnic, religious or linguistic groups living in Malta, sometimes for several generations.<sup>27</sup> The Advisory Committee considers that such expressions of diversity, which are at the very core of what Article 6 of the Framework Convention is about, would deserve being further promoted and valued by public bodies and policies as an integral part of Maltese society, and not only by researchers or civil society players. Other research has also shown the need for enhanced efforts to promote religious tolerance and non-discrimination in Maltese schools, observing the negative portrayal of non-Maltese communities in certain teaching materials and a general lack of references to other religious and cultural celebrations in the curriculum, except at the teachers' discretion.28 The Advisory Committee is aware of good practices developed in certain schools to promote intercultural dialogue and awareness of ethnic identity,29 such as the 'One World'

<sup>&</sup>lt;sup>17</sup> Ministry for Education and Employment, Directorate for Quality and Standards in Education, <u>Webpage</u> "About the learning outcomes framework".

<sup>&</sup>lt;sup>18</sup> Explanatory Report to the Framework Convention for the Protection of National Minorities, para. 48.

<sup>&</sup>lt;sup>19</sup> ACFC Thematic commentary No. 4, para. 51-52.

<sup>&</sup>lt;sup>20</sup> *Ibid* para, 61.

<sup>&</sup>lt;sup>21</sup> European Commission, European network of legal experts in gender equality and non-discrimination, Country report, Non-discrimination, Transposition and implementation at national level of Council Directives 2000/43 and 2000/78, Malta, Reporting period 1 January 2018 -31 December 2018, 2019, p. 5.

<sup>&</sup>lt;sup>22</sup> Ministry for European Affairs and Equality, Integration = Belonging, Migrant Integration Strategy & Action Plan, Vision 2020, December 2017.

<sup>&</sup>lt;sup>23</sup> Human Rights Council, Working Group on the Universal Periodic Review, Thirty-first session, Report of the Office of the United Nations High Commissioner for Human Rights, Compilation on Malta, 5–16 November 2018, A/HRC/WG.6/31/MLT/2.

<sup>&</sup>lt;sup>24</sup> European Commission, European network of legal experts in gender equality and non-discrimination, Country report, Non-discrimination, Transposition and implementation at national level of Council Directives 2000/43 and 2000/78, Malta, Reporting period 1 January 2018 -31 December 2018, 2019, p. 45; Asylum Information Database, Country report Malta, 2018 update, March 2019, p. 47; Letter of the Council of Europe Commissioner for Human Rights to the Minister for Home Affairs and National Security of Malta, 14 December 2017.

<sup>&</sup>lt;sup>25</sup> Jesuit Refugee Service (JRS) Malta, Aditus foundation and Integra Foundation, On being moved, Refugee perceptions of being relocated to Malta, December 2018.

<sup>&</sup>lt;sup>26</sup> See, for example, Aditus Foundation, Input to the Ministry for European Affairs and Equality on the Migrant Integration Strategy and Action Plan, August 2018.

The People for Change Foundation, <u>Ethnic Minorities beyond Migration: the case of Malta</u>.
 Louise Chircop, <u>Muslim Students in Maltese Schools: Outsiders Looking in</u>, April 2019.

<sup>&</sup>lt;sup>29</sup> Education and ethnic minorities in Malta, C. Calleja, B. Cauchi and M. Grech, January 2010.

Project,<sup>30</sup> and notes that efforts are being made for teachers to balance religion teaching with a view to encourage religious tolerance among youngsters and to adapt it to the needs of students taught to. It nevertheless regrets that such initiatives are not more explicitly integrated into the National Curriculum Framework or in the most recent education policy documents.<sup>31</sup>

- 31. The Advisory Committee also notes with satisfaction that public officials have, on some occasions, supported the efforts of civil society stakeholders to celebrate and promote diversity.<sup>32</sup> The National Commission for the Promotion of Equality (NCPE) also runs public campaigns and holds other activities promoting tolerance.<sup>33</sup>
- 32. The Advisory Committee encourages the authorities to continue their efforts to implement, monitor and evaluate, on a regular basis, with the participation of independent researchers and civil society representatives, the National Migrant Integration Strategy and its Action Plan, and encourages the authorities to update them, in particular by including a gender equality perspective.
- 33. The Advisory Committee encourages the authorities, through education policies, to further promote ethnic, cultural, linguistic and religious diversity as an essential societal value.

### Combating discrimination and hate crime, including hate speech (Article 6)

- 34. The legal framework against discrimination remained unchanged during the last monitoring cycle. The Human Rights and Equality Commission (HREC) Bill and the Equality Bill were tabled in Parliament in July 2019. In November 2019, they passed to the second reading. Discussions on the bills passed on to a Committee Stage in March 2020.
- 35. The mandate of the NCPE remains also unchanged. The NCPE may still, inter alia, carry out general investigations and receive individual complaints to determine whether the Equal Treatment of Persons Order and the Equality for Men and Women Act are complied with. It may also mediate in such complaints and assist victims of discrimination in enforcing their rights. It has the powers to submit proposals for the amendment or substitution of their provisions in certain areas; and to refer matters to the competent civil court or the Industrial Tribunal for redress.

Its remit relates to discrimination based on sex/gender and family responsibilities, sexual orientation, age, religion or belief, racial or ethnic origin, and gender identity, gender expression or sex characteristics in employment, banks and financial institutions, and education,<sup>34</sup> racial/ethnic origin and gender in the provision of goods and services and their supply, and freedom of movement for workers in the European Union.<sup>35</sup> The legal framework against hate crime and hate speech also remains unchanged despite concerns expressed by the European Commission against Racism and Intolerance (ECRI) in 2018.<sup>36</sup>

- 36. Regarding hate crime reports, the Malta Police Force (MPF) can check manually cases information in order to provide data, which remains possible with the small number of cases currently concerned. The authorities underline that if numbers increase data processing capabilities will need to be reconsidered. The MPF indicates having also stepped up training activities on hate crimes and related topics. A multidisciplinary Hate Crime Unit (HCU) has been created in 2019 within the Police Victim Support Unit (PVSU), providing specialised assistance and support to victims of hate crime. The authorities consider that HCU increases the capacity of local public authorities to effectively investigate, prosecute and adequately sentence hate crimes. A public awareness campaign was also launched, with the aim to target hate crimes motivated by racism, Islamophobia and xenophobia, amongst others.
- 37. A recent study found that 38% of immigrants from Sub-Saharan Africa who were interviewed felt discriminated against because of their skin colour. In relation to employment, 20% of immigrant respondents said that they had experienced discrimination on account of their ethnicity or background when looking for work in the 12 months preceding the survey. Another 15% stated that they had experienced discrimination in the workplace.<sup>37</sup>
- 38. The Advisory Committee recalls that Article 6(2) contains the obligation of states parties to protect all persons against violence and discrimination on ethnic grounds; that is, not only persons belonging to national minorities. A society in which diversity is not tolerated or even serves as a pretext for hate crimes and discrimination is not favorable for the thrive of minorities. This is why it is vital that all states parties strive to apply and achieve the aims of Article 6 of the Framework Convention fully, even those states parties that have explicitly declared that they have only ratified the

<sup>&</sup>lt;sup>30</sup> The One World Project was launched in 2012 with the aim of promoting cultural understanding and environmental sustainability through meaningful multilingual community, after school, camp, and early childhood education programs.

<sup>31</sup> Framework for the Education Strategy for Malta 2014-2024.

<sup>&</sup>lt;sup>32</sup> Press Release by the Ministry of European Affairs and Equality, <u>Malta commemorates the International Day for the Elimination of Racial Discrimination</u>, 21 March 2018.

<sup>&</sup>lt;sup>33</sup> European Commission, European network of legal experts in gender equality and non-discrimination, Country report, Non-discrimination, Transposition and implementation at national level of Council Directives 2000/43 and 2000/78, Malta, Reporting period 1 January 2018 – 31 December 2018, 2019, p. 75. See also, NCPE, Annual report 2018.

<sup>&</sup>lt;sup>34</sup> Chapter 456 of the Laws of Malta.

<sup>&</sup>lt;sup>35</sup> Legal Notices <u>85 of 2007</u> Equal Treatment of Persons Order and <u>181 of 2008</u> Access to Goods and Services and their Supply (Equal Treatment) Regulations. For more information on equality legislation, see the <u>website</u> of the National Commission for the Promotion of Equality. In 2016, the remit of the NCPE was also widened to include the Exercise of Rights Conferred on Workers (Freedom of Movement) Regulations, Legal Notice 173 of 2016.

<sup>&</sup>lt;sup>36</sup> European Commission against Racism and Intolerance, <u>Fifth Report on Malta</u>, adopted on 21 March 2018, para. 3-9; <u>Comments of the Maltese authorities to ECRI's Draft Report on Malta, 16 March 2018.</u>

<sup>&</sup>lt;sup>37</sup> Fundamental Rights Agency, Second European Union Minorities and Discrimination Survey: <u>Summary of main results – Malta</u>, 2019.

Framework Convention out of solidarity.<sup>38</sup> The Advisory Committee refers in this context to other bodies with the specific mandate and expertise to address issues related to racial discrimination and protection from hate crime. It notes in particular the role of ECRI in assessing the applicability and effectiveness of anti-discrimination tools and mechanisms, whose monitoring work and reports are central for a systematic interpretation of the Framework Convention in an evolving society.<sup>39</sup>

- 39. The Advisory Committee recalls also that reliable and easily accessible data is an essential precondition for developing effective measures to address socio-economic discrimination and encourage effective equality. Therefore, States Parties should regularly collect up-to-date data on the socio-economic and educational situation of persons belonging to national minorities, including with a gender disaggregated component, in order to compare it with the situation of the majority population. The collection of such data should be made in accordance with international standards on personal data protection.<sup>40</sup>
- 40. The Advisory Committee shares ECRI's concern<sup>41</sup> that the NCPE still does not have the right to initiate and participate in court proceedings or to monitor legislation. It also regrets that the process of passing an Equality Act bill and a Human Rights and Equality Commission Act bill has still not been completed, even though it started in December 2015. These bills were intended to broaden the NCPE's terms of reference by transforming it into a Human Rights and Equality Commission (HREC) in compliance with the Paris Principles.<sup>42</sup> The Advisory Committee underlines the importance of establishing a solid legal and institutional

framework to prevent or remedy any form of inequalities in the public and private spheres, as these could prevent persons who may belong to national minorities from feeling free to express their identities.

- 41. The Advisory Committee regrets that the Maltese authorities have not provided more information in the State report on the existing data collection mechanism on hate crime incidents, including possible data on hate speech, and that such data are not publicly available without specific requests having to be made. It welcomes the launching of an awareness campaign on hate crimes, but nevertheless underlines that the legal framework against racism and discrimination still needs to be consolidated to bring it fully in line with the relevant European standards.<sup>43</sup>
- 42. The Advisory Committee encourages the authorities to pursue their efforts aimed at strengthening the anti-discrimination legal framework, in line with Malta's international obligations and commitments, and at establishing an independent and impartial national human rights institution in compliance with the Paris Principles.
- 43. The Advisory Committee reiterates its call to the authorities to establish a publicly available data collection system on hate crime incidents, including hate speech, which would record the specific bias motivation and the way it had been addressed by the competent authorities.
- 44. The Advisory Committee reiterates its call on the authorities to continue to give high priority to combating all forms of racism, intolerance and discrimination and to protect all persons within Malta's jurisdiction from such acts.

<sup>&</sup>lt;sup>38</sup> ACFC Thematic Commentary No. 4, 2016, para. 55.

<sup>&</sup>lt;sup>39</sup> ACFC Thematic Commentary No. 4, 2016, para. 58.

<sup>&</sup>lt;sup>40</sup> ACFC <u>Thematic Commentary No. 2</u>, The effective participation of persons belonging to national minorities in cultural, social and economic life and in public affairs, p. 4.

<sup>&</sup>lt;sup>41</sup> European Commission against Racism and Intolerance, Fifth Report on Malta, adopted on 21 March 2018, para. 17-19.

<sup>&</sup>lt;sup>42</sup> Principles relating to the Status of National Institutions (The <u>Paris Principles</u>), adopted by United Nations General Assembly resolution 48/134 of 20 December 1993.

<sup>&</sup>lt;sup>43</sup> See, in particular, <u>ECRI revised General Policy Recommendation No.2</u> on equality bodies to combat racism and intolerance at national level - adopted on 13 June 1997 and revised on 7 December 2017, and <u>ECRI General Policy Recommendation No.7</u> (revised) on national legislation to combat racism and racial discrimination, adopted on 13 December 2002 and revised on 7 December 2017.

The Advisory Committee on the Framework Convention for the Protection of National Minorities is an independent body that assists the Committee of Ministers of the Council of Europe in evaluating the adequacy of the measures taken by the Parties to the Framework Convention to give effect to the principles set out therein.

The Framework Convention for the Protection of National Minorities, adopted by the Committee of Ministers of the Council of Europe on 10 November 1994 and entered into force on 1 February 1998, sets out principles to be respected as well as goals to be achieved by the states, in order to ensure the protection of national minorities. The text of the Framework Convention is available, among other languages, in English.

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