

EUROPEAN COMMISSION AGAINST RACISM AND INTOLERANCE

REPORT ON MONACO

(seventh monitoring cycle)



Adopted on 17 March 2026

Published on 9 June 2026

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European Commission against Racism and Intolerance (ECRI)
Council of Europe
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TABLE OF CONTENTS

FOREWORD	5
SUMMARY	6
FINDINGS AND RECOMMENDATIONS.....	8
<i>I. PREVENTING AND COMBATING HATE SPEECH AND HATE CRIME.....</i>	<i>8</i>
<i>II. ENSURING EQUAL TREATMENT AND INCLUSION IN EDUCATION AND HEALTHCARE.....</i>	<i>12</i>
A. EQUAL TREATMENT AND INCLUSION IN THE AREA OF EDUCATION.....	13
B. EQUAL TREATMENT AND INCLUSION IN THE AREA OF HEALTHCARE	15
<i>III. TOPICS SPECIFIC TO MONACO</i>	<i>17</i>
A. NATIONAL LEGISLATION ON PREVENTING AND COMBATING DISCRIMINATION...	17
B. SPECIFIC LEGAL FRAMEWORK ON EQUAL RIGHTS FOR LGBTI PERSONS	19
C. EMPLOYMENT SITUATION OF NON-NATIONALS	20
INTERIM FOLLOW-UP RECOMMENDATIONS	23
LIST OF RECOMMENDATIONS.....	24
BIBLIOGRAPHY	26

FOREWORD

The European Commission against Racism and Intolerance (ECRI), established by the Council of Europe, is an independent human rights monitoring body specialised in questions relating to preventing and combating racism, intolerance and related discrimination (on grounds of “race”, ethnic or national origin, citizenship, skin colour, religion, language, sexual orientation, gender identity and sex characteristics). It is composed of independent and impartial members appointed on the basis of their moral authority and recognised expertise in dealing with racism and intolerance.

Within the framework of its statutory activities, ECRI conducts country monitoring work, which consists of analysing the situation in each of the member States of the Council of Europe regarding racism and intolerance and action against these phenomena, and of drawing up relevant proposals and recommendations to address any issues that have been raised during the monitoring process.

ECRI's country monitoring deals with all member States on an equal footing. The work takes place in cycles of about five years, on average. The first-cycle reports were completed in 1998. Work on seventh-cycle reports started in 2025.

The working methods for the preparation of the reports involve desk research and documentary analyses, a visit to the country concerned, and then a confidential dialogue with the national authorities.

ECRI's reports are not the result of inquiries or testimonial evidence. They are analyses based on information gathered from a wide variety of sources. Desk research and documentary studies are based on a large number of national and international written sources. The in situ visit provides the opportunity to meet with various stakeholders directly concerned (such as relevant public officials, national or local elected officials, prosecutors and judges, representatives of equality bodies, national human rights institutions and civil society organisations working in areas of relevance to ECRI, relevant professionals and people belonging to groups of concern to ECRI) with a view to gathering detailed information. The process of confidential dialogue with the national authorities allows the latter to provide, if they consider it necessary, comments on the draft report, with a view to correcting any possible factual errors which the text might contain. At the end of the dialogue, the national authorities may request, if they so wish, that their viewpoints be appended to the final ECRI report.

The seventh-cycle country reports focus on two topics common to all member States: (1) preventing and combating hate speech and hate crime, and (2) ensuring equal treatment and inclusion in education and healthcare.

In the framework of the seventh cycle, priority implementation is requested by ECRI for two specific recommendations chosen from those made in the report. These recommendations should be implemented within 18 months after the publication of the report on the country in question. A process of interim follow-up is subsequently conducted by ECRI to review action taken to implement them.

The following report was drawn up by ECRI under its own responsibility. It was prepared following a visit to Monaco from 23 to 26 June 2025. The visit was preceded by online meetings on 17 June 2025. The report covers the situation up to 3 December 2025; as a rule, developments since that date are neither covered in the following analysis nor taken into account in the findings, proposals and recommendations therein.

SUMMARY

Since the adoption of ECRI's sixth cycle report on Monaco on 29 March 2022, progress has been made and good practices have been developed in a number of fields.

With regard to preventing and combating hate speech and hate crime, data collection in this area has been resumed. The authorities have also taken awareness-raising and prevention measures in relation to hate speech, particularly in schools. A police cybersafety unit was set up in 2023.

With regard to equal treatment and inclusion in the area of education, measures to teach French as a foreign language continued to be implemented in schools. Education in human rights, forming part of a specific compulsory subject entitled "Moral and civic education", is still taught at all levels, from pre-school to upper secondary, whatever the type of education chosen.

As to equal treatment and inclusion in the area of healthcare, all foreigners, including irregularly present migrants, have access to the emergency healthcare available in the Principality. The Centre Hospitalier Princesse Grace has also set up an internal network of staff who can speak a foreign language so as to facilitate access to care for non-French-speaking patients.

It is now possible for the medical costs of a partner in a same-sex couple married abroad to be reimbursed.

With regard to anti-discrimination provisions, the principle of non-discrimination between civil servants has been enshrined in legislation.

In the area of employment of non-nationals, vocational integration assistance is available for displaced Ukrainians entitled to a temporary residence permit.

ECRI welcomes these positive developments in Monaco. However, despite the progress achieved, some issues give rise to concern.

Criminal law provisions punishing hate speech and hate crime do not cover skin colour, language, gender identity or sex characteristics among the hate elements. Furthermore, the judicial authorities still do not have the power to authorise, approve or order the removal of hateful content online or to block sites displaying such content. Nor have criminal justice professionals been offered any targeted training on the

processing of cases of hate speech and hate crime.

The proper implementation of education in human rights and in tolerance and respect for diversity is left largely to teaching staff, and systematic and consistent teaching on these matters is not always provided. Racist and LGBTI-phobic bullying in schools is also a growing concern.

Medical procedures linked to medically assisted procreation are still not covered for same-sex couples and there is still no legislation prohibiting non-therapeutic treatments and medically-unnecessary surgery on intersex children.

Monaco's legal framework on preventing and combating discrimination is still incomplete.

There are still no legal provisions relating specifically to the conditions and the procedure for the authorisation or rejection of requests for legal gender recognition.

As to employment of non-nationals, ECRI's attention was drawn to foreign nationals employed as undeclared domestic workers, who are therefore in a particularly vulnerable situation. Moreover, it is still possible for foreign nationals in Monaco to be dismissed without prior and valid reason.

In this report, ECRI requests that the authorities take action in a number of areas and makes a series of recommendations, including the following.

With regard to combating hate speech and hate crimes, ECRI recommends that the authorities take measures paving the way for: (i) the explicit incorporation of the grounds of colour, language, gender identity and sex characteristics into all criminal law provisions designed to combat racism and intolerance; (ii) the possibility of retaining one or more hate elements for all criminal offences; and (iii) the amendment of the civil and administrative legal framework so that proper legal protection against hate speech is provided for in cases which fall short of the threshold of severity required to incur criminal liability.

The authorities should ensure that education in human rights and in tolerance and respect for diversity, including topics related to sexual orientation, gender identity and sex

characteristics, are implemented systematically and uniformly in schools.*

A comprehensive body of legislation to prevent and combat discrimination should be adopted in the light of the relevant ECRI General Policy Recommendations. The legislation should prohibit any form of discrimination on the basis of a non-exhaustive list covering all grounds of discrimination within ECRI's mandate and in all areas of life, establish clear obligations for the authorities and provide the necessary legal tools to prevent and combat racial discrimination and discrimination against LGBTI people.

The authorities should develop a legal framework explicitly regulating the conditions and procedure concerning legal gender recognition, in the light of its General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons and of other relevant Council of Europe standards.*

Lastly, an in-depth study should be commissioned, in co-operation with the foreign communities who may be affected by undeclared work, with a view to identifying possible measures that would protect the persons concerned against racist or discriminatory treatment in the course of their employment.

* This recommendation, which will be subject to a process of interim follow-up by ECRI, should be implemented within 18 months after the publication of this report.

FINDINGS AND RECOMMENDATIONS

I. PREVENTING AND COMBATING HATE SPEECH AND HATE CRIME¹

Data on and manifestations of hate speech and hate crime

1. Although Monaco is a participating state of the Organisation for Security and Co-operation in Europe (OSCE), it has not submitted any data on hate crimes to the OSCE Office for Democratic Institutions and Human Rights (ODIHR) since 2013.²
2. According to the information provided by the authorities, the Police Department has recorded several cases of hate speech or acts of intolerance: three in 2022 (two based on the ground of ethnic origin, specifically North African origin, and one on sexual orientation); one in 2023 (on the ground of ethnic origin, specifically Asian origin), six in 2024 (four on the ground of ethnic origin, specifically North African and African origins, and one on the ground of sexual orientation) and one in the first six months of 2025 (on the ground of sexual orientation). One case of incitement to hatred or violence recorded in 2024 was not broken down by type of personal characteristics. Of the victims, five were men and three were women, one of whom was under 18.
3. Furthermore, eight cases were recorded between 2022 and 2024 by the Judicial Services Department. The statistics made available to ECRI are categorised according to type of offence and contain information on the follow-up to the cases heard. One case of public insults and wilful violence on grounds including sexual orientation resulted in the discharge of the accused. Six complaints for public insults were filed on the basis of Law No. 1299 of 15 July 2005 on freedom of public expression and two of these related to comments made on social networks. One of these cases led to a caution, four to discontinuances of proceedings and the last was still pending during ECRI's visit to Monaco in 2025. One other case brought on the basis of Article 162-3 of the Criminal Code, relating to offences which could be qualified as incitement to hatred or violence during a sports event, also ended in the discontinuance of the proceedings. Some cases related to grounds of citizenship and/or origin and of religion.
4. Lastly, ECRI was informed that in a judgment given on a case in 2022 it was found that the investigations had not made it possible to establish with certainty that the insulting comments in question were racist in nature and that a case of alleged racist harassment and insults in 2023 was resolved by means of a friendly settlement between the parties. During ECRI's visit in 2025, an investigation was under way into a complaint of antisemitic death threats.
5. ECRI notes with great satisfaction that the collection of data on hate speech and crimes has resumed.³ However, it also notes that judicial and police statistics are collected separately, they do not always match one another, and neither are made public. Furthermore, the cases reported are not systematically broken down by type of personal characteristics. ECRI therefore strongly encourages the authorities both to improve data collection, taking due account of the Council of Europe instruments in this area,⁴ and to make these data accessible to the public.
6. According to information brought to ECRI's attention from both official and independent sources, hate speech and hate crime are not widespread in Monaco. The various interlocutors met by the ECRI delegation during the visit indicated that

¹ See definitions of hate speech and hate crime in ECRI's [glossary](#).

² OSCE/ODIHR, [Monaco | HCRW](#).

³ See also ECRI (2022), paragraphs 27 and 38.

⁴ See paragraph 3 c) and d) of [ECRI General Policy Recommendation No. 15](#) on combating hate speech; Council of Europe, Committee of Ministers (2022), [Recommendation CM/Rec\(2022\)16](#) on combating hate speech: paragraph 58; Council of Europe, Committee of Ministers (2024), [Recommendation CM/Rec\(2024\)4](#) on combating hate crime: paragraphs 52-54.

generally the attitude towards the diversity which characterised the country was respectful. According to the authorities, hate speech has not become commonplace and there is no underlying prejudice between the various communities in Monaco. When cases of racism or LGBTI-phobia are identified, they are generally isolated cases.

7. Nonetheless, civil society representatives indicated to the ECRI delegation during its visit that hate speech between pupils in connection with the Russian Federation's war of aggression against Ukraine had been reported on several occasions. It should also be noted that racist and LGBTI-phobic bullying have been reported to members of associations but the persons who considered themselves victims did not wish to press charges. This may be indicative of underreporting, which ECRI has already highlighted in previous reports.⁵ In this connection, the authorities argued that the law enforcement agencies maintained a good relationship of trust with the population and that, in their view, there were therefore no obstacles preventing victims or witnesses from coming forward.

Responses to hate speech and hate crime

8. ECRI welcomes the latest amendments to the legislation establishing the Office of the High Commissioner for the Protection of Rights and for Mediation which are intended to enable the High Commissioner to run any information or awareness-raising campaigns they deem necessary to help combat discrimination. This includes conducting or co-ordinating studies and research work, proposing or taking part in activities by public or private sector bodies and taking up any general issue it is considered necessary to address for the purposes of research or recommendations.⁶
9. Several measures have been taken to prevent and raise awareness about hate speech. In schools, the association Action Innocence has continued its work to raise awareness about issues such as Internet use and initial good digital practices in primary schools, the use of social networks and the handling of inappropriate content in lower secondary schools, and digital citizenship and combating online hate speech in upper secondary schools. ECRI also notes with interest the Stop Hate project, whose aim is to teach upper secondary school pupils how to recognise and combat hate speech.⁷ In addition, following reports of hate-filled exchanges between pupils over the Russian Federation's war of aggression against Ukraine, the Monaco Red Cross ran awareness-raising sessions in schools on international humanitarian law. ECRI welcomes these initiatives, which can be regarded as **good practices**.
10. ECRI also welcomes the organisation, in 2023 and 2024, of a thematic Escape Game on diversity and inclusion, which involved some 200 participants. The aim of this event, which was organised by several civil society organisations, was to raise awareness of equality, inclusion and diversity issues among the general public.⁸
11. However, ECRI notes that the main focus of awareness-raising measures was the education sector. ECRI considers that the authorities have a duty to do more to alert the public to the dangers and the unacceptable nature of this type of speech, including online, and to combat negative stereotypes and stigmatisation. Measures

⁵ See ECRI 2022: paragraph 29; ECRI (2016): paragraph 32.

⁶ Article 38 of [Sovereign Order No. 10.845 of 1 October 2024](#) establishing the Office of the High Commissioner for the Protection of Rights and for Mediation.

⁷ Office of the High Commissioner for the Protection of Rights and for Mediation (17 April 2024), [High Commissioner meets high school students behind the Stop Hate project](#).

⁸ Radio Monaco (18 October 2023), [Un escape game pour l'égalité, la diversité et l'inclusion](#); Monaco Tribune (8 November 2024), ["Diversité & Inclusion": Un Escape Game au Stade Louis-II pour promouvoir l'égalité](#).

therefore should be broadened in scope, extending beyond the educational sphere to target the entire population.

12. ECRI recommends that the authorities organise, in cooperation with the Office of the High Commissioner for the Protection of Rights and for Mediation and with civil society partners, an information and awareness-raising campaign among all sectors of society on racist and LGBTI-phobic hate speech, including online hate, existing legal provisions and rights in this area and the remedies available against such speech. In so doing the authorities should take due account of ECRI's General Policy Recommendation No. 15 on combating hate speech and Recommendation CM/Rec(2022)16 of the Committee of Ministers of the Council of Europe on combating hate speech.
13. As to self-regulation by elected bodies, although the rules of procedure of the National Council, i.e. the Monégasque parliament, prohibit all personal attacks or manifestations or interruptions that disrupt order,⁹ they do not contain any provisions sanctioning cases of hate speech. In ECRI's view, as actors in a democratic political process, national councillors should be encouraged to combat the use of hate speech, drawing inspiration from the Charter of European Political Parties for a Non-Racist and Inclusive Society.¹⁰
14. With regard to legal remedies, criminal law provisions are the only basis for legal action against the use of hate speech in the public sphere, including online settings. ECRI notes that there has been no change in the legislation since its last report¹¹ and that the following main provisions still apply: Article 16 (incitement to hatred or violence) and Articles 24 and 25 (public defamation and insults) of Law No. 1299 of 15 July 2005 on freedom of public expression;¹² and Criminal Code Articles 163-2, 3° and 5° (display of insignia, signs or symbols invoking a racist or xenophobic ideology and incitement to hatred or violence during sports events), 234-2 (threats) and 421, 5° and 6° (public insults and defamation).¹³ These offences may be established on the grounds of the following personal characteristics which fall within ECRI's mandate: origin, sexual orientation and actual or assumed belonging or not to a particular ethnic group, nation, "race", and actual or supposed adherence or non-adherence to a particular religion.
15. With regard to hate crimes, the Criminal Code regards hate motivation based on the above personal characteristics to be an aggravating circumstance attracting a heavier penalty for the following offences: threats (Article 234-2), bullying at school (Article 236-1-1) and violence, whether or not it has caused an illness or total incapacity for work (Articles 238-1 and 239). ECRI notes that none of the criminal law provisions cited above regard skin colour, language, gender identity or sex characteristics as hate elements, contrary to the requirements of General Policy Recommendation (GPR) No. 7 on national legislation against racism and racial discrimination, GPR No. 17 on preventing and combating intolerance and discrimination against LGBTI persons and Recommendation CM/Rec(2024)4 of the Committee of Ministers of the Council of Europe on combating hate crime.¹⁴ ECRI also regrets that hate crimes are not addressed comprehensively in criminal law, as hate elements can only be taken into account in a limited number of offences.¹⁵

⁹ National Council (25 November 2020), Article 64 of the [Rules of Procedure](#).

¹⁰ [Charter of European political parties for a non-racist and inclusive society](#) as approved by the Parliamentary Assembly of the Council of Europe in [Resolution 2443 \(2022\)](#).

¹¹ See ECRI 2022: paragraphs 35, 40 and 41.

¹² [Law No. 1.299 of 15 July 2005](#) on freedom of public expression.

¹³ [Criminal Code](#).

¹⁴ See Council of Europe, Committee of Ministers 2024: paragraph 2 a).

¹⁵ See Council of Europe, Committee of Ministers 2024: paragraph 17, according to which a number of different legislative models may be adopted.

16. In GPR No. 15, ECRI also recommends that the member states clarify the scope and applicability of responsibility under civil and administrative law for the use of hate speech.¹⁶ According to the authorities, in Monégasque civil and administrative law, there are no provisions on hate speech which falls short of the threshold of severity required to incur criminal liability. In this connection, ECRI recalls that criminal law should be applied only as a last resort, for the most serious expressions of hatred.
17. ECRI recommends that the authorities take measures paving the way for: (i) the explicit incorporation of the grounds of colour, language, gender identity and sex characteristics in all criminal law provisions designed to combat racism and intolerance; (ii) the possibility of retaining one or more hate elements for all criminal offences; and (iii) the amendment of the civil and administrative legal framework so that proper legal protection against hate speech is provided for in cases which fall short of the threshold of severity required to incur criminal liability.
18. As to the fight against online hate speech, particularly of a criminal nature, ECRI notes that a police cybersafety unit was set up in 2023. It comprises investigators and cybersafety engineers and it is now competent to investigate all online criminal offences including hate speech. In this context, it should be noted that investigation tools do not yet rely on automated or artificial intelligence systems to detect hate speech online.
19. The views gathered by the ECRI delegation on this subject during its visit mainly reflected concerns about the possibility of quickly removing hate speech from social media in order to prevent its spread. In this regard, the authorities informed ECRI of a pending case in which a request for information addressed to an online platform operator had remained unanswered.
20. ECRI regrets that the judicial authorities still do not have the power to authorise, approve or order the removal of hateful content online or to block sites displaying such content, despite its previous recommendation on the subject.¹⁷ During its visit, the delegation was informed that possible amendments to Law No. 1.383 of 2 August 2011 for a digital Principality were being discussed.
21. ECRI recommends that the authorities step up their efforts to combat online hate speech by ensuring in particular that the legislation includes appropriate provisions to restrict or block access to it, and to make such restrictions, or proposals to remove such content, contingent on independent judicial review, while seeing to it that the relevant authorities have the means to act rapidly and effectively in practice. For this purpose, ECRI refers to its General Policy Recommendation No. 15 on combating hate speech and Recommendation CM/Rec(2022)16 of the Committee of Ministers of the Council of Europe on combating hate speech.
22. ECRI is pleased to note that criminal proceedings can be instituted *ex officio* by the prosecuting authorities when offences of defamation or insult are committed against a person or a group of persons on grounds of hate.¹⁸ It has not been informed however of any such proceedings actually being brought. ECRI also welcomes the fact that since 2024, it has been possible for the High Commissioner for the Protection of Rights and for Mediation to refer a case to the prosecutor's office if they consider that the facts reported to them or of which they are aware are such as to warrant criminal proceedings.¹⁹ In addition, associations registered

¹⁶ See also, Council of Europe, Committee of Ministers 2022: paragraphs 7, 13 and 14.

¹⁷ ECRI 2022: paragraphs 36 and 37. See also, ECRI 2024: 5; Article 3 of [Law No. 1.383 of 2 August 2011](#) on a digital Principality.

¹⁸ Article 44 of Law No. 1.299 of 15 July 2005.

¹⁹ Article 33 of Sovereign Order No. 10.845 of 1 October 2024.

for at least five years on the date of the facts may exercise the rights granted to civil parties with regard to offences of incitement to hatred or violence.²⁰

23. ECRI notes that there are no tools providing guidelines on how to deal with hate speech and hate crimes for law enforcement agencies. Nor, according to the authorities, are there any representatives of the law enforcement agencies, prosecutors or judges who specialise in the handling of cases linked to hate speech and hate crime.
24. As to training of criminal justice professionals, ECRI is pleased that training for police officers on arrangements for the care of victims has continued, being provided in both initial and in-service training.²¹ Between 2022 and 2024, 49 officers attended this updated training. According to the authorities, police officers are also invited to attend conferences and awareness-raising courses on hate speech. ECRI welcomes the establishment, in 2021, of the Monégasque Institute for Training in the Legal Professions, which is responsible for providing training courses for judges and prosecutors, lawyers, defending lawyers (*avocats-défenseurs*) and other legal professionals.²² Training is offered on fundamental rights and freedoms and on European human rights law.
25. However, ECRI notes that criminal justice professionals have not been offered any targeted training on the processing of cases of hate speech and hate crime, particularly on the means of establishing the motive of a criminal offence or any hate elements it comprises. In ECRI's view the training provided for these professionals should be stepped up with a view to raising awareness about measures to combat racist and LGBTI-phobic hate speech and hate crime.
26. ECRI recommends that the authorities ensure that practical, suitable and targeted training on hate speech and hate crime is provided for police officers and other criminal justice professionals such as prosecutors. In this context, due account should be taken of Recommendation CM/Rec(2024)4 of the Committee of Ministers of the Council of Europe on combating hate crime.
27. With regard to victim support, ECRI welcomes the continued co-operation between law enforcement agencies and the Association for Assistance to Victims of Crime, AVIP, which is especially important given the fact that AVIP was notified of allegations of hate speech and hate crimes and provided support for victims in such cases.²³ According to the authorities, once state services have taken over the care of victims, they may also provide them with information and help them with administrative formalities.
28. Lastly, ECRI notes that where hate crime can be regarded as violence or harassment, the Prosecutor General may issue an order, during the investigation stage, for victims to undergo a medical and psychological examination to assess the nature of the harm suffered and to determine whether it requires appropriate care or treatment.²⁴

II. ENSURING EQUAL TREATMENT AND INCLUSION IN EDUCATION AND HEALTHCARE

²⁰ Article 46 of Law No. 1.299 of 15 July 2005. However, when offences are committed against persons as individuals, associations may only take action if they have been given consent by the person concerned and are able to provide evidence of this.

²¹ See ECRI 2022: paragraph 32.

²² [Sovereign Order No. 8.609 of 12 April 2021](#) on the establishment of a Monégasque [Institute](#) for Training in the Legal Professions. Judges may also attend in-service training courses held by the French legal service training college (ENM).

²³ See ECRI 2022: paragraph 42; [AVIP – Aide aux Victimes d'Infractions Pénales](#).

²⁴ Article 37-2 of the Code of Criminal Procedure.

A. Equal treatment and inclusion in the area of education

29. Firstly, ECRI welcomes the ratification by Monaco of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) Convention Against Discrimination in Education, as recommended in its previous reports.²⁵
30. Over the 2024-2025 school year, state and private schools were attended by a total of 6 565 pupils, from nursery to upper secondary level. 1 320 of these were Monégasque and 2 528 were French.²⁶ In this connection, ECRI also notes that measures to teach French as a foreign language continued to be implemented in Monaco, which it welcomes. Over the 2023-2024 school year, 44 pupils were enrolled in these classes.
31. ECRI is pleased to note that education in human rights, forming part of a specific compulsory subject entitled “Moral and civic education”, is still taught at all levels, from pre-school to upper secondary, whatever the type of education a pupil chooses (general, technological or vocational). According to the authorities, although the content and the number of hours of these lessons are decided on by the French education authorities,²⁷ the lessons also take account of Monaco’s specific characteristics. In this respect, the ECRI delegation was informed during its visit to the Principality that themes linked to the United Nations Charter and the rights of children are regularly dealt with during these lessons, that they also incorporate education in the media and news, and that human rights may be addressed as a cross-cutting issue in other subjects.
32. ECRI notes that promoting equality and action against all forms of intolerance are part of the school curricula and extra-curricular activities. In this connection, ECRI welcomes the extra-curricular activities that are organised every year to promote diversity such as the European Day of Languages, to which teachers can sign up their classes. Activities are also held to mark World Children’s Day while the Centre for Media and Information Literacy holds a press and media week, to which all pupils, from nursery to upper secondary level are invited.²⁸
33. However, ECRI was also told by the authorities that teaching on these topics and provision of this type of activity are left to the discretion of teaching staff. It also became clear during the visit that although education in human rights and tolerance was common at primary school, it declined at secondary level and the themes addressed could vary considerably from one class to another. ECRI concludes therefore that the proper implementation of education in human rights, tolerance and diversity is left largely to teaching staff and that systematic and consistent teaching on these matters is not always provided.
34. The ECRI delegation also noted that teaching on questions linked to sexual orientation, gender identity and sex characteristics was almost entirely absent.²⁹ This aspect was mentioned during the visit both by the authorities and by the representatives of independent bodies seen by the delegation. It is also clear from information gathered during the visit that some teachers are very reluctant to address these topics with their pupils and to use the existing documentation. ECRI was interested to hear therefore that the Principality introduced a programme of education in emotions, relationship and sexuality (EVARS) in its schools at the

²⁵ ECRI 2006: paragraph 6; ECRI 2010: paragraph 19. See also [Sovereign Order No. 4.101 of 20 December 2012](#) giving effect to the Convention Against Discrimination in Education.

²⁶ Monégasque Institute of Statistics and Economic Studies (IMSEE), [Pupils enrolled in school for 2024-2025](#).

²⁷ Under the agreement between the Principality of Monaco and the French Republic on co-operation in education, which has been in force since 19 June 2002, the Principality’s state and private schools follow the curricula of the French Ministry of Education.

²⁸ See, in this respect, ECRI 2022: paragraph 11.

²⁹ On this subject, see also International Lesbian, Gay, Bisexual, Transgender, Queer & Intersex Youth and Student Organisation (IGLYO), [LGBTQI Inclusive Education Report 2025](#): 142.

beginning of the 2025 school year.³⁰ ECRI recalls that age-appropriate and comprehensible teaching on questions linked to sexual orientation, gender identity and sex characteristics should be provided at all levels of education, with the emphasis on equality, diversity and inclusion, as recommended by its GPR No. 17.³¹

35. ECRI recommends, as a matter of priority, that the authorities ensure that education in human rights and in tolerance and respect for diversity, including topics related to sexual orientation, gender identity and sex characteristics, are implemented systematically and uniformly in schools.
36. As to teacher training, the authorities informed ECRI that Monaco did not provide any initial teacher training (as this was generally given in France). The Centre for primary-level teacher training in Monaco, which organises in-service training at this level, offers training in the area of living together. In-service training for secondary school teachers is provided both by the Secondary School Teacher Training, Education and Innovation Centre of Monaco and by Nice Education Authority's teacher training college. During the visit, the authorities informed the ECRI delegation that they planned to give teachers training on education in emotions, relationships and sexuality.³² In this connection, ECRI recalls that human rights, including matters relating to sexual orientation, gender identity and sex characteristics, should be an integral part of teacher training and therefore invites the authorities to take action in this respect.
37. Information gathered during ECRI's visit to Monaco indicates that bullying, particularly cyberbullying, is a real problem. Many independent interlocutors alerted the ECRI delegation to growing concerns about racist and LGBTI-phobic bullying. ECRI's attention was drawn to several cases, some of which had given rise to complaints, relating to violence, particularly verbal violence, between school pupils on grounds of "race", origin and/or nationality, skin colour, religion, sexual orientation and gender identity.
38. It should be recalled that in its GPR No. 10 on combating racism and racial discrimination in and through school education, ECRI recommends that a system be set up to monitor racist and intolerant incidents at school. In this respect, the authorities informed ECRI that there is no system specifically dedicated to monitoring acts of racism and intolerance in education.³³ ECRI also notes that the data which is compiled on bullying and violence in schools does not include the specific reasons for such conduct. According to available data, 39 cases of bullying and violence at school were reported by parents, pupils or staff members over the 2022-2023 school year,³⁴ whereas 36 cases of this type were reported in the 2024-2025 year, 14 of which resulted in legal proceedings.
39. In this context, ECRI welcomes the fact that combating violence and bullying in schools is a government priority.³⁵ It also welcomes the authorities' efforts following the adoption in 2021 of the law on combating bullying and violence in schools.³⁶ As a result, delegates for action to prevent and combat these phenomena were appointed in all schools, and plans to prevent and combat bullying and violence

³⁰ See [the Order of the French Republic of 3 February 2025](#) setting the sex education programme – teaching on emotions and relationships at nursery and primary school and on emotions, relationships and sexuality in secondary school.

³¹ See ECRI GPR No. 17, recommendation 45.

³² Under the Monégasque training plan for secondary school teachers and education staff, training of this sort was to be given to upper and lower secondary school teachers during the 2025-2026 school year.

³³ According to the authorities, all incidents, whatever their nature, must be reported by the education community to the school's administrators, who should then inform the Department of Education, Youth and Sport and the Department of the Interior.

³⁴ Government of Monaco, [Lutte contre le harcèlement et la violence en milieu scolaire](#).

³⁵ See also Government of Monaco, [Lutte contre le harcèlement et la violence en milieu scolaire](#).

³⁶ [Law No. 1.513 of 3 December 2021](#) on combating bullying and violence in schools; see also ECRI 2022: paragraph 13.

were drawn up.³⁷ A telephone helpline is also now available to report bullying and violence at school.³⁸ Awareness-raising and prevention campaigns and victim support have continued to be organised by relevant associations,³⁹ and teaching staff are encouraged to attend training on the subject. ECRI considers that these are **promising practices**.

40. However, aware of the harmful effects of bullying motivated by any racist or LGBTI-phobic hatred, where it exists, and the potential harm to victims, their family and the wider community, ECRI considers that a robust monitoring mechanism could make a useful contribution towards preventing hate in schools and providing valuable information and guidance for teachers and other professionals working with pupils in educational establishments.
41. ECRI recommends that the authorities step up data collection on bullying, taking into account the reasons for such behaviour, and paying particular attention to racist or LGBTI-phobic conduct.

B. Equal treatment and inclusion in the area of healthcare

42. According to the authorities, the right of access to healthcare is guaranteed for all. In this respect, ECRI is pleased to note that all persons, including irregularly present migrants, have access to the emergency healthcare available in the Principality, as confirmed by all interlocutors the delegation met during its visit.
43. The authorities informed ECRI that healthcare costs are covered for all persons affiliated to Monaco's social insurance funds as a result of being employed in the Principality, and that persons in vulnerable situations residing in Monaco are entitled, subject to certain conditions, to state medical assistance. ECRI notes however that state medical assistance is available only to persons who have Monégasque nationality or who have been habitually resident in Monaco for at least five years.⁴⁰ The same is true of access to subsidiary medical cover.⁴¹ Consequently, ECRI invites the authorities to take measures so that non-nationals with low incomes who have not completed five years' residence may have access to state medical assistance and subsidiary medical cover.⁴²
44. ECRI welcomes the fact that measures have been taken to guarantee access to healthcare to displaced Ukrainians entitled to temporary residence, particularly through the implementation of psychological support and state medical assistance.⁴³
45. ECRI is very satisfied to note that the Code of Medical Ethics requires doctors to provide "assistance [to patients] under all circumstances", "regardless of their origin, morals or family situation, their belonging or not belonging to a specific ethnic group, nation or religion, their disability or state of health, their reputation or any feelings they may have towards them".⁴⁴
46. ECRI also welcomes the zero-tolerance policy vis-à-vis racism and intolerance at Monaco's only public hospital, the Centre Hospitalier Princesse Grace (CHPG),

³⁷ See, for example, the [plan](#) drawn up by the Collège Charles III lower secondary school to prevent and combat bullying and violence in school (2022-2023).

³⁸ Government of Monaco (18 November 2024), [Bullying in schools](#).

³⁹ See, for example, Association Action Innocence (6 December 2023), [Harcèlement scolaire, l'importance de bien accompagner la victime](#); along with the support for young people provided by the [Association Jeune J'Écoute](#).

⁴⁰ Article 1 of [Sovereign Order No. 5.743 of 3 March 2016](#) on state medical assistance.

⁴¹ Article 1 [Law No. 1.562 of 2 July 2024](#) on subsidiary medical cover.

⁴² See also United Nations, Committee on the Elimination of Racial Discrimination (CERD) (24 December 2024), [Concluding observations](#) on the seventh to ninth periodic reports of Monaco, paragraph 17 d).

⁴³ Government of Monaco (19 April 2022), [Welcome Guide for displaced Ukrainians](#): 5. State medical assistance gives 80% coverage for medical expenses, which can be extended to 100% under certain circumstances.

⁴⁴ Article 7 of the Code of Medical Ethics appended to [Ministerial Decree No. 2012-312 of 29 May 2012](#).

which applies both to patients and to staff. In this regard, the authorities informed ECRI that monitoring of racism and intolerance at the CHPG was conducted using several tools such as forms to report undesirable events, detailed reports and reporting to the staff psychologist.

47. With regard to patients, it should be noted that the CHPG has a complaints management procedure, and that no complaints of racism and/or intolerance have ever been received through this channel. However, ECRI was informed that in 2023, a person expressed discontent because not all the professionals who dealt with them spoke English. ECRI is pleased that the CHPG subsequently set up an internal network of staff who could speak a foreign language so as to facilitate access to care for non-French-speaking patients. This network is made up of 180 staff members who together can speak 25 languages in total. The members of this network can be identified through a badge indicating which languages they speak. A digital tool has also been set up through which the list of language contact persons available at any given time can be identified in real time. ECRI is also satisfied to note that, alongside this system, digital translators are available for all public-facing services. ECRI regards the above as **good practices**.
48. With regard to healthcare professionals, the authorities informed ECRI that the CHPG is required to protect its staff against all threats, affronts, insults, defamation or assaults of any nature directed against them in the course of their duties and to make good any damage done.⁴⁵ Accordingly, the CHPG systematically files a complaint where one of its staff is the victim of racism and/or intolerance. In this connection, the ECRI delegation was informed of five cases in which patients had made discriminatory comments to CHPG staff. ECRI is pleased to note that an internal communication programme entitled “Respect” has been run at the CHPG to make patients aware of the need to show respect towards the medical staff.
49. In addition, representatives of the CHPG to whom the ECRI delegation spoke during its visit talked of two instances of discrimination between staff which had given rise to disciplinary proceedings, one of which had resulted in the application of a sanction.
50. With regard to in-service training for healthcare professionals, ECRI notes with satisfaction that some programmes proposed by the CHPG include themes linked to preventing and combating discrimination and respect for diversity.⁴⁶ It is also pleased to note that language courses, particularly in English, are provided for hospital staff.
51. ECRI notes that there is no specific ban on practices to “convert” or “alter” the sexual orientation or gender identity of lesbian, gay, bisexual or transgender persons in Monégasque law. However, the authorities consider that depending on the circumstances, more general offences could be invoked to punish such practices such as those described in Articles 236 et seq. of the Criminal Code (on violence), Articles 236-1 and 260-1 (psychological and sexual harassment) and Article 278-1 (abuse of weakness). In this respect, reference is made to ECRI GPR No. 17.⁴⁷
52. ECRI regrets that despite the recommendation by the High Commissioner for the Protection of Rights and for Mediation,⁴⁸ costs of medical acts linked to medically

⁴⁵ See Article 25 of [Sovereign Order No. 13.839 of 29 December 1998](#) on the staff regulations for hospital practitioners and Article 12 of [Sovereign Order No. 7.464 of 28 July 1982](#) on the staff regulations for service staff.

⁴⁶ Training includes courses on the following subjects: organisational ethics and quality of care practices; telephone manner; caring communication with all types of people; managing diversity; diversity and adopting an inclusive approach in one's work; preventing conflict and managing difficult situations and personalities; and managing conflict and aggression.

⁴⁷ See ECRI GPR No. 17, recommendations 22 and 23.

⁴⁸ Office of the High Commissioner for the Protection of Rights and for Mediation (16 December 2024), [Prise en charge des actes médicaux liés à la Procréation Médicalement Assistée \(P.M.A.\) pour les personnes de même sexe](#).

assisted procreation are still not covered for same-sex couples.⁴⁹ It therefore strongly encourages the authorities to take the necessary measures to implement the High Commissioner's recommendation.

53. The ECRI delegation was pleased to learn during its visit that in 2022, all existing restrictions relating to the sexual orientation of potential blood donors were lifted.
54. With regard to transgender persons, the authorities informed ECRI that there were no specialised clinics proposing gender-affirming care in Monaco. Information gathered during the visit does not enable ECRI to determine whether it is possible for medical costs for care of this type provided in other countries to be covered in Monaco. In this connection, ECRI recalls that the authorities should ensure that national rules regulating insurance coverage for gender-affirming care by the national insurance scheme do not result in any discrimination on the basis of actual or perceived of sexual orientation, gender identity or sex characteristics,⁵⁰ and encourages them to take action in this regard.
55. Monaco does not have any legislation concerning intersex persons. In this context, ECRI invites the authorities to take measures to adopt legislation specifically recognising the right of intersex persons to physical integrity and prohibiting medically-unnecessary surgery (often referred to as "sex-normalising surgery") and other non-therapeutic treatments on intersex children until such time they are able to participate in decisions based on the principle of free and informed consent, while taking account of the relevant international standards.⁵¹

III. TOPICS SPECIFIC TO MONACO

A. National legislation on preventing and combating discrimination

56. It should be recalled that a number of ECRI's recommendations in its previous reports called for the adoption of suitable legislation designed to prevent and combat discrimination.⁵² Together with other international organisations,⁵³ ECRI notes with regret that Monaco's legislation in this area is still incomplete.
57. Under the Constitution, all Monégasque nationals are equal before the law and all foreign nationals enjoy the public and private rights which are not formally reserved for nationals.⁵⁴ Since 2023, the principle of non-discrimination between civil servants on grounds of their gender, their political, philosophical, religious or trade union-related opinions, their sexual orientation, their state of health, their disability, their physical appearance or their ethnic background has been enshrined in the legislation.⁵⁵ Although not all the grounds of discrimination within its remit were retained, ECRI welcomes this positive step. An equivalent provision is now found in the service regulations of municipal officials⁵⁶ and the regulations on contractual employees of the state.⁵⁷ In this context, the authorities stated that all international treaties ratified by Monaco are directly applicable in domestic law. They also

⁴⁹ Article 1 of Chapter 3 of the general classification of laboratory tests and examinations appended to [Ministerial Decree No. 96-209 of 2 May 1996](#).

⁵⁰ See ECRI GPR No. 17, recommendation 31.

⁵¹ See ECRI GPR No. 17, recommendation 32; Council of Europe, Committee of Ministers (2025), [Recommendation CM/Rec\(2025\)7](#) on equal rights for intersex persons.

⁵² ECRI (2006): paragraph 21; ECRI (2010): paragraph 39; ECRI 2016: paragraph 19; ECRI 2022: paragraph 6.

⁵³ United Nations, Committee on the Elimination of Racial Discrimination (CERD) (24 December 2024), [Concluding observations](#) on the seventh to ninth periodic reports of Monaco, paragraph 10.

⁵⁴ Articles 17 and 32 of the [Constitution of Monaco of 17 December 1962](#).

⁵⁵ Article 17 of [Law No. 975 of 12 July 1975](#) on the state civil service regulations, as amended by Law No. 1.527 of 7 July 2022.

⁵⁶ Article 17 of [Law No. 1.096 of 7 August 1986](#) on the municipal service regulations, as amended by Law No. 1.538 of 16 December 2022.

⁵⁷ Article 19 of [Sovereign Order No. 9.640 of 23 December 2022](#) on the general regulations on contractual employees of the state.

considered that the current legal framework was sufficient, and it was not necessary for these matters to be codified.

58. In ECRI's view, only the establishment of a comprehensive legislative framework against discrimination is capable of transposing Monaco's international legal undertakings in favour of equality into tangible rights in domestic law. In Monaco, the adoption of a law to prevent and combat all forms of discrimination would greatly facilitate the implementation of the prohibition of discrimination laid down in particular in Article 14 of the European Convention on Human Rights⁵⁸ and would provide potential victims of discrimination with efficient means of obtaining reparations. In this connection, ECRI regrets that despite its long-standing recommendation,⁵⁹ and the undertaking it made on joining the Council of Europe,⁶⁰ Monaco has still not signed or ratified Protocol No. 12 to the European Convention on Human Rights (ETS No. 177). During ECRI's visit, the authorities stated that, because of other priorities and the human resources available to them, this possibility was not currently being considered. ECRI strongly encourages the authorities to sign and ratify Protocol No. 12 to the European Convention on Human Rights.
59. ECRI notes that Monégasque law does not provide a definition of discrimination and its various forms; nor does it explicitly prohibit discrimination in all areas of life. ECRI therefore considers that a comprehensive law against discrimination would make it possible to provide equal protection against discrimination in all its forms, for all the grounds within its remit and in all areas of life, both in the public and in the private sphere. The absence of such legislation is also an obstacle to establishing effective access to justice, given that victims of discrimination do not benefit from provisions for the burden of proof to be shifted in cases in which the facts make it possible to presume that there was discrimination. Furthermore, for many years, the Office of the High Commissioner for the Protection of Rights and for Mediation has been pointing out that the absence of legislation in this area has made the processing of cases referred to it difficult.⁶¹
60. Lastly, ECRI points out that besides improving protection for the victims of discrimination, adopting such a law could have a major preventive and educational impact, which could help to raise public awareness. ECRI reiterates its view that the adoption of a comprehensive law against discrimination is a crucial step in Monaco's efforts to prevent and combat the various forms of discrimination falling within ECRI's mandate.
61. ECRI strongly recommends that the authorities adopt a comprehensive body of legislation to prevent and combat discrimination in the light of its General Policy Recommendations No. 7 on national legislation to combat racism and racial discrimination and No. 17 on preventing and combating intolerance and discrimination against LGBTI persons. The legislation should prohibit any form of discrimination on the basis of a list covering all grounds of discrimination within ECRI's mandate and in all areas of life, establish clear obligations for the authorities and provide the necessary legal tools to prevent and combat racial discrimination and discrimination against LGBTI people. If necessary, Council of Europe support should be sought.

⁵⁸ In this respect, see also Council of Europe, [Reservations and Declarations for Treaty No.005](#) - Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 005). The ratification of this convention by Monaco was accompanied by a reservation relating among other things to Article 14.

⁵⁹ ECRI 2006: paragraph 5; ECRI 2010: paragraph 7; ECRI 2016: paragraph 4.

⁶⁰ Council of Europe, Parliamentary Assembly, [Opinion 250 \(2004\)](#): The Principality of Monaco's application for membership of the Council of Europe, paragraph 12.1.c.

⁶¹ See also, Office of the Higher Commissioner for the Protection of Rights and for Mediation, [Annual report 2022](#): 31.

B. Specific legal framework on equal rights for LGBTI persons

62. In its previous report (paragraphs 22-23), ECRI welcomed the fact that it was now possible for all couples, whether of the same sex or of different sexes, to enter into a civil union contract called a *contrat de vie commune* (life partnership contract - CVC),⁶² which grants signatories a number of rights. At the same time, it considered that improvements were still highly desirable, in view of the possible unjustified differences between the status afforded by marriage and the status under CVCs. ECRI notes with regret that CVCs still do not confer statutory heir status, parental authority or guardianship and do not allow family rights to be exercised.
63. Furthermore, the Monaco's legal framework still does not recognise cross-border partnerships, other family ties or any of the related rights for same-sex couples. According to several independent sources and persons met during ECRI's visit, the failure to recognise parental rights causes many problems. In this connection, ECRI notes that a case relating to the transcription of a marriage celebrated abroad in the Monégasque civil register was dismissed by the Court of Review on the ground that this transcription was incompatible with Monégasque international public order.⁶³ According to the authorities, since November 2021, same-sex couples who were married abroad may now enter into a CVC in Monaco.⁶⁴
64. Several interlocutors informed the ECRI delegation during the visit that, since the adoption of the previous report, it had become possible for the medical costs of a partner in a same-sex couple married abroad to be reimbursed.⁶⁵ ECRI regards this as a step forward.
65. With regard in particular to access to social rights, ECRI regrets that since the adoption of a law establishing a Monégasque supplementary pension fund in 2023,⁶⁶ same sex-couples married abroad have no longer been entitled to supplementary survivor's pension in the event of an affiliated partner's death. ECRI notes that this matter is under review and refers to the recommendation of the High Commissioner for the Protection of Rights and for Mediation on the subject.⁶⁷
66. ECRI reiterates its recommendation that the authorities review existing legislation with a view to offering new arrangements to same-sex couples. In this context, the authorities should reconsider whether there is an objective and reasonable justification for any differences in the regulation of same-sex couples and opposite-sex couples (including couples who have married abroad) and abolish any unjustified differences.
67. As to transgender persons, ECRI notes that there is still no legal framework relating specifically to the conditions and the procedure for the authorisation or rejection of requests for legal gender recognition, which may be considered incompatible with

⁶² [Law No.1.481 of 17 December 2019](#) on civil union contracts. This came into force on 27 June 2020.

⁶³ See Court of Review, [Judgment of 18 March 2024](#).

⁶⁴ ECRI 2022: paragraph 23; see also Article 1265 of the [Civil Code](#).

⁶⁵ For a partner in a same-sex couple bound by a CVC, this right derives from the following laws or regulations: Law No. 1.481 of 17 December 2019, Article 16 of Law No. 1.048 of 28 July 1982 establishing a social benefits scheme for self-employed workers, Article 16 of Sovereign Order No. 4.739 of 22 June 1971 establishing the benefits owed to salaried workers and Articles 3 and 4 of Sovereign Order No. 8.011 of 12 March 2020 on the award of medical benefits to state and local government officials.

⁶⁶ [Law No.1.544 of 20 April 2023](#) establishing a Monégasque supplementary pension fund.

⁶⁷ Office of the High Commissioner for the Protection of Rights and for Mediation (17 June 2024), [Discrimination en raison de l'orientation sexuelle et nécessité de garantir des droits sociaux équivalents](#).

the relevant Council of Europe instruments.⁶⁸ The legislation provides for the possibility of changing one's first name through judicial proceedings.⁶⁹

68. With regard to the court decisions that the ECRI delegation was able to consult, it should be noted that, in a case from 2017, the courts granted a request to change the first name of a transgender child after having carried out an expert assessment and taking into account the child's best interests. ECRI also notes that in 2022, the Monégasque courts authorised the rectification of the birth certificate of a transgender person with both French and Monégasque nationality, altering their first name and gender in line with changes that had already been made on the French civil registers in 2021.⁷⁰ These court decisions are undoubtedly a positive development. However, the unwieldy nature of judicial proceedings, which can also involve a psychological examination, raises questions. ECRI emphasises the importance of developing a rapid, transparent and accessible legal gender recognition procedure, based on clear, precise and foreseeable legislation that does not impose excessive requirements.
69. ECRI recommends, as a matter of priority, that the authorities develop a legal framework explicitly regulating the conditions and procedures concerning legal gender recognition, in the light of its General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons and of other relevant Council of Europe standards.

C. Employment situation of non-nationals

70. ECRI notes that despite the various legal restrictions which grant Monégasque nationals priority in the employment sphere,⁷¹ and given their low numbers,⁷² the number of non-national workers is still substantial. Of the 5 226 public service posts in 2024, 70.3% were occupied by French nationals, 2.3% by Italian nationals and 3.4% by nationals of other countries. In the private sector, of the 60 454 posts recorded in the same year, 98.3% were occupied by foreign nationals, most of whom were French (60.6%) and Italian (15.4%).⁷³ During its visit, the ECRI delegation was informed that between 50 000 and 60 000 cross-border workers come to work in Monaco every day.
71. Many independent interlocutors alerted the ECRI delegation to the particularly precarious situation of foreign nationals working in Monaco without being declared.⁷⁴ These include, in particular, persons of Philippine citizenship or of African descent employed as domestic staff. Similarly, during the visit, the delegation's attention was drawn to situations in which foreigners living in Monaco

⁶⁸ See ECRI GPR No. 17, recommendations 24-31; ECHR, *X and Y v. Romania*, Nos [2145/16 and 20607/16](#), 19 January 2021; Council of Europe, Committee of Ministers (2010), Recommendation [CM/Rec\(2010\)5](#) on measures to combat discrimination on grounds of sexual orientation or gender identity, paragraphs 20-22; Council of Europe, Parliamentary Assembly (2015), [Resolution 2048 \(2015\)](#): Discrimination against transgender people in Europe, paragraphs 6.2 and 6.3; Council of Europe Commissioner for Human Rights, [Human Rights and Gender Identity and Expression](#), 2024.

⁶⁹ Under Article 77-11 of the Criminal Code: "first names shall be unalterable. For justifiable reasons, one or more first names may be altered, added to or deleted at the request of the person concerned themselves or their legal representative or, in the event of the acknowledgment of a natural child, at the request of the applicant, through a judgment of the court of first instance, sitting in chambers. [...]"

⁷⁰ The Monégasque courts' decisions in this matter, which have not been published, were made available to the ECRI delegation (the Court of First Instance's judgment of 4 July 2022 and the Court of Appeal's judgment of 20 December 2022). On this subject, see Monaco Tribune (20 July 2022), [Pour la toute première fois, la justice monégasque reconnaît le changement de sexe](#) [Gender change recognised for first ever time in a Monaco court].

⁷¹ Article 25, paragraph 2, of the Constitution. See also the [reservation](#) on this subject entered by Monaco on ratifying the European Convention of Human Rights.

⁷² See IMSEE (2025), [Population census](#); IMSEE (2025), [Residents in 2024](#). On 31 December 2024, Monaco had 38 423 residents, 9 262 of whom were Monégasque.

⁷³ IMSEE (2025), [Monaco en chiffres 2025 – Emploi](#).

⁷⁴ See also CERD 24 December 2024, paragraph 17 (f); Council of Europe, Group of Experts on Action against Trafficking in Human Beings (11 June 2024), [Evaluation Report Monaco](#), pp. 37-39.

had not declared members of their accompanying household staff, who were also foreigners. The delegation also heard reports of domestic workers who had had work accidents but had not been given the hospital treatment they needed.

72. The authorities informed the ECRI delegation during its visit that, in accordance with the principle of the inviolability of the home, the Labour Inspectorate was not able to carry out inspections with regard to persons employed as domestic workers, whether foreigners or not. However, these workers have the possibility of going to the Labour Inspectorate themselves to complain about their working conditions or ask for information about their rights.⁷⁵ In this respect, the authorities indicated that they had not received any complaints from non-nationals concerning undeclared work.
73. However, it became clear during the visit that foreign nationals in undeclared employment did not generally dare to report such situations to the authorities for fear of the consequences, in particular the loss of their job and their source of income. ECRI therefore recalls that foreign nationals employed as domestic workers, most of whom are women, are particularly exposed to risks of intersectional discrimination on the grounds of their citizenship, their socio-economic situation and their migrant status.⁷⁶
74. ECRI recommends that the authorities commission an in-depth study, in co-operation with the foreign communities who may be affected by undeclared work, with a view to identifying possible measures that would protect the persons concerned against racist or discriminatory treatment in the course of their employment.
75. In its last report (paragraph 59), ECRI recommended that the Monégasque authorities adopt provisions prohibiting dismissals without prior and valid reason, so as to afford employees greater protection against any unjustified difference in treatment and consequently any discrimination or harassment on grounds such as citizenship or national or ethnic origin, colour, language, religion, sexual orientation, gender identity and sex characteristics. In this context, the authorities have informed ECRI that after its visit, a law was adopted introducing new arrangements for the termination of contracts by mutual consent.⁷⁷ This is a step in the right direction. However, ECRI invites the authorities to step up their efforts to fully implement the recommendation it made in its previous report.⁷⁸
76. Although access by non-nationals to management positions within trade unions and their federations has been tolerated by the authorities for several years, as confirmed by official and independent interlocutors met during the visit, ECRI once again encourages the authorities to complete the reform of the founding texts on the formation and functioning of trade unions so that no distinction on grounds of citizenship is made between Monégasques and foreigners or between French nationals and other foreigners.⁷⁹
77. Lastly, ECRI is pleased to note that vocational integration assistance is available for displaced Ukrainians entitled to a temporary residence permit. This consists in

⁷⁵ See also CERD (26 November 2021), [Combined seventh to ninth periodic reports submitted by Monaco](#), paragraph 121.

⁷⁶ In this respect, see Council of Europe, Committee of Ministers (2022), [Recommendation CM/Rec\(2022\)17](#) on protecting the rights of migrant, refugee and asylum-seeking women and girls. On the subject of measures needed to reduce undeclared work, whether the persons concerned are foreign or not, reference can be made to the activities of the [European Committee of Social Rights](#), which might be a useful source of inspiration for the authorities' work in this area. ECRI also refers to the comments in its initial reports on Monaco regarding the ratification of the revised European Social Charter.

⁷⁷ [Law No. 1.583 of 2 December 2025](#) establishing termination of employment contracts by mutual consent and amending certain provisions of Law No. 729 of 16 March 1963 on employment contracts, as amended, and Ordinance-Law No. 677 of 2 December 1959 on working time, as amended.

⁷⁸ See Article 6 of [Law No. 729 of 16 March 1963](#) on employment contracts and ECRI 2022, paragraph 58.

⁷⁹ See also ECRI 2022, paragraph 64; [Ordinance-Law No. 399 of 6 October 1944](#) authorising the establishment of trade unions.

registration with the employment office and, where necessary, help with enrolment for intensive French language lessons.⁸⁰

⁸⁰ Government of Monaco 19 April 2022: 5.

INTERIM FOLLOW-UP RECOMMENDATIONS

The two specific recommendations for which ECRI requests priority implementation from the authorities of Monaco are the following:

- (§35) ECRI recommends that the authorities ensure that education in human rights and in tolerance and respect for diversity, including topics related to sexual orientation, gender identity and sex characteristics, are implemented systematically and uniformly in schools.
- (§69) ECRI recommends that the authorities develop a legal framework explicitly regulating the conditions and procedures concerning legal gender recognition, in the light of its General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons and of other relevant Council of Europe standards.

These recommendations should be implemented within 18 months after the publication of the report. A process of interim follow-up will subsequently be conducted by ECRI to review action taken to implement them.

LIST OF RECOMMENDATIONS

The position of the recommendations in the text of the report is shown in parentheses.

1. (§ 12) ECRI recommends that the authorities organise, in cooperation with the Office of the High Commissioner for the Protection of Rights and for Mediation and with civil society partners, an information and awareness-raising campaign among all sectors of society on racist and LGBTI-phobic hate speech, including online hate, existing legal provisions and rights in this area and the remedies available against such speech. In so doing the authorities should take due account of ECRI's General Policy Recommendation No. 15 on combating hate speech and Recommendation CM/Rec(2022)16 of the Committee of Ministers of the Council of Europe on combating hate speech.
2. (§ 17) ECRI recommends that the authorities take measures paving the way for: (i) the explicit incorporation of the grounds of colour, language, gender identity and sex characteristics in all criminal law provisions designed to combat racism and intolerance; (ii) the possibility of retaining one or more hate elements for all criminal offences; and (iii) the amendment of the civil and administrative legal framework so that proper legal protection against hate speech is provided for in cases which fall short of the threshold of severity required to incur criminal liability.
3. (§ 21) ECRI recommends that the authorities step up their efforts to combat online hate speech by ensuring in particular that the legislation includes appropriate provisions to restrict or block access to it, and to make such restrictions, or proposals to remove such content, contingent on independent judicial review, while seeing to it that the relevant authorities have the means to act rapidly and effectively in practice. For this purpose, ECRI refers to its General Policy Recommendation No. 15 on combating hate speech and Recommendation CM/Rec(2022)16 of the Committee of Ministers of the Council of Europe on combating hate speech.
4. (§ 26) ECRI recommends that the authorities ensure that practical, suitable and targeted training on hate speech and hate crime is provided for police officers and other criminal justice professionals such as prosecutors. In this context, due account should be taken of Recommendation CM/Rec(2024)4 of the Committee of Ministers of the Council of Europe on combating hate crime.
5. (§ 35) ECRI recommends, as a matter of priority, that the authorities ensure that education in human rights and in tolerance and respect for diversity, including topics related to sexual orientation, gender identity and sex characteristics, are implemented systematically and uniformly in schools.
6. (§ 41) ECRI recommends that the authorities step up data collection on bullying, taking into account the reasons for such behaviour, and paying particular attention to racist or LGBTI-phobic conduct.
7. (§ 61) ECRI strongly recommends that the authorities adopt a comprehensive body of legislation to prevent and combat discrimination in the light of its General Policy Recommendations No. 7 on national legislation to combat racism and racial discrimination and No. 17 on preventing and combating intolerance and discrimination against LGBTI persons. The legislation should prohibit any form of discrimination on the basis of a list covering all grounds of discrimination within ECRI's mandate and in all areas of life, establish clear obligations for the authorities and provide the necessary legal tools to prevent and combat racial discrimination and discrimination against LGBTI people. If necessary, Council of Europe support should be sought.
8. (§ 66) ECRI reiterates its recommendation that the authorities review existing legislation with a view to offering new arrangements to same-sex couples. In this context, the authorities should reconsider whether there is an objective and

reasonable justification for any differences in the regulation of same-sex couples and opposite-sex couples (including couples who have married abroad) and abolish any unjustified differences.

9. (§ 69) ECRI recommends, as a matter of priority, that the authorities develop a legal framework explicitly regulating the conditions and procedures concerning legal gender recognition, in the light of its General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons and of other relevant Council of Europe standards.
10. (§ 74) ECRI recommends that the authorities commission an in-depth study, in co-operation with the foreign communities who may be affected by undeclared work, with a view to identifying possible measures that would protect the persons concerned against racist or discriminatory treatment in the course of their employment.

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