II. CONCLUDING OBSERVATIONS

ICCPR


Paragraph 255
The reports of female genital mutilation, which appears to be a common practice in some parts of the country, are noted with concern.

Paragraph 261
The Government should conduct a study on the practice of female genital mutilation within its territory and formulate specific plans to eradicate this practice.


Paragraph 291
The widespread practices of forced marriage and genital mutilation of girls are of particular concern.

Paragraph 296
Steps should be taken, in particular through education, to overcome certain traditions and customs, such as female genital mutilation and forced marriages, which are incompatible with the equality rights of women.


It is regretted that certain traditional cultural attitudes with respect to women are not compatible with their dignity as human beings and continue to hamper their equal enjoyment of rights embodied in the Covenant. The persistent custom of female genital mutilation, which violates articles 6 and 7 of the Covenant, and the high rate of maternal mortality, which results from that practice, early child birth and the strict prohibition of abortion, are disturbing. Judges and lawyers should make use of ordinary criminal law provisions to deal with instances of female genital mutilation until a specific law for this offence, the adoption of which the Committee strongly supports, is enacted. In this regard, the State party should launch a systematic campaign to promote popular awareness of persistent negative attitudes towards women and to protect them against all forms of discrimination. The State party should abolish practices prejudicial to women's health and reduce maternal mortality.
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation


The high maternal mortality rate in the Sudan, which may be the consequence of early marriage, clandestine abortions and female genital mutilation, is of concern. The practice of female genital mutilation in the Sudan is of deep concern, particularly because it is practised on female minors, who may suffer the consequences throughout their lives. This practice constitutes cruel, inhuman and degrading treatment and violates articles 7 and 24 of the Covenant. Therefore, the State party should forbid, as a matter of law, the practice of female genital mutilation, making it a discrete criminal offence. Social and educational campaigns should be pursued to eliminate the practice.


Continued practices, in violation of various provisions of the Covenant, including articles 3 and 24, such as kuzvarita (pledging of girls for economic gain), kuripa ngozi (appeasement to the spirits of a murdered person), lobola (bride price), female genital mutilation, early marriage, the statutory difference in the minimum age of girls and boys for marriage, and other practices which are incompatible with the Covenant (articles 3, 7, 23, 24 and others) should be prohibited by legislation. The Government is urged to adopt adequate measures to prevent and eliminate prevailing social attitudes and cultural and religious practices hampering the realization of human rights by women.


Recent changes in the law so as to criminalize rape between separated spouses and the practice of female genital mutilation, as well as the power of a court to hear sexual abuse cases in private, are appreciated. However, traditional customs inhibit complaints on these matters, and marital rape as such is not recognized as a criminal offence. The Committee recommends that information be promulgated about these remedies and that the State party take action to support women who are entitled to take advantage of them (arts. 3 and 26).


The practice of female genital mutilation is contrary to human dignity and violates various human rights, including the right to life and the right to protection against cruel, inhuman and degrading treatment. The practice should be made punishable under law and educational programmes should be undertaken in this regard.
EQUALITY AND DISCRIMINATION - GENDER DISCRIMINATION - Genital Mutilation


All measures, including legislation, should be taken to combat and eradicate the practice of female genital mutilation.


The new instructions issued by the Immigration and Naturalization Service aimed at drawing the competent officials' attention to specific aspects of female asylum seekers' statements peculiar to their gender are appreciated. However, it remains of concern that a well-founded fear of genital mutilation or other traditional practices that infringe the physical integrity or health of women (article 7 of the Covenant) do not always result in favourable asylum decisions, for example when genital mutilation, despite a nominal legal prohibition, remains an established practice to which the asylum seeker would be at risk. The State party should make the necessary legal adjustments to ensure that the female persons concerned do enjoy the required protection under article 7 of the Covenant.

ICESCR


The practice of female genital mutilation, which is still prevalent in the Gambia, is deplored. Independent experts report that more than half of the female population in the Gambia has undergone this procedure.


The prevalence of the traditional practice of female genital mutilation, to which, according to one expert, as many as 75 per cent of girls and women in Mali are being subjected, is of profound concern. Even though the Government attempts to discourage female circumcision by means of radio and television broadcasts, legislation in effect for 30 years prohibiting such practices has never been enforced.


The persistent practice of female genital mutilation, which has serious consequences for the physical, psychological and social health of women, is of concern.
EQUALITY AND DISCRIMINATION - GENDER DISCRIMINATION - Genital Mutilation


**Paragraph 114**
The failure of the Government of Nigeria to abolish female genital mutilation, a practice which is incompatible with the human rights of women and in particular with the right to health, is deplored. According to UNICEF, the prevalence of female genital mutilation in Nigeria is estimated to be 50 per cent of the female population.

**Paragraph 133**
The Government is called upon to cease and prevent, in law and in practice, all forms of social, economic and physical violence and discrimination against women and children, especially the continuous, degrading and dangerous practice of female genital mutilation.


**Paragraph 329**
The Committee deplores the inadequate measures taken by the Government to combat, especially by means of educational programmes, the enduring practice of female genital mutilation, which is generally practised on young women and girls.

**Paragraph 347**
The Government is urged to prohibit customary practices which violate the rights of women and to take active measures to combat such practices and beliefs by all means, including educational programmes. Government action should focus, in particular, on the elimination of the practices of polygamy, forced marriages and female genital mutilation, and the bias in favour of the education of boys.


**Paragraph 155**
Grave concern is expressed about the considerable divergence in Egypt between the constitutional provisions on the one hand and the national legislation and practice on the other, with respect to the social status of women in general, women's participation in political life, the provisions in criminal law with respect to adultery, and female genital mutilation.

**Paragraph 158**
It is noted with concern that while the State party has criminalized female genital mutilation (FGM)
outside of hospitals by persons without a medical qualification, this measure does not make the practice of FGM by medical practitioners a criminal offence. It is noted with concern that the percentage of women who are victims of FGM remains alarmingly high: WHO statistics for 1995 showed an estimated 97 per cent prevalence of FGM ("Female Genital Mutilation: An Overview", WHO, Geneva, 1998, p. 13).

Paragraph 174
The State party is strongly urged to address the problem of female genital mutilation as a matter of high priority with a view to moving actively towards the total eradication of this practice in the country.


Paragraph 297
The Committee welcomes the establishment of the Sudan National Committee for the Eradication of Harmful Practices, as well as the State party's various measures to improve the status of women, to alleviate or remove some of the obstacles to their freedom to travel, the Government's active campaign against female genital mutilation and against early marriage, the encouragement of child spacing, safe motherhood, women's and children's rights and reproductive health, and measures to increase the number of women working in government service.

Paragraph 325
It is recommended that the State party develop specific measures to eliminate ingrained harmful traditions, customs and prejudices against women, such as female genital mutilation, the limitation of their freedom of movement and expression, and any obstacles that hinder women's full participation in society.


Paragraph 313
The efforts undertaken by the Government to address the problems of trafficking in children and female genital mutilation by, inter alia, organizing awareness campaigns and workshops, are acknowledged.

Paragraph 317
Violence against women continues to be a serious problem, with mechanisms for redress inadequately used and police rarely intervening in domestic violence cases, as well as the persistent occurrence of female genital mutilation of young girls, despite the governmental measures taken.
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation


**Paragraph 332**
The enactment of a law in January 1999 which criminalizes female genital mutilation, sexual harassment and domestic violence against women, is noted with appreciation.

**Paragraph 350**
There is concern that, in spite of the existence of legislation banning the practice of female genital mutilation, it is still practiced with impunity by certain ethnic groups and in certain regions.

**Paragraph 365**
The State party is urged to enact or enforce legislation prohibiting customary practices, such as polygamy, female genital mutilation, restricted access by women to land, property, housing and credit facilities and the inability to inherit land, and to take measures to combat such practices by all means, including national education programmes.

CEDAW


**Paragraph 148**
The issues of widespread female genital mutilation and the incidence of violence against women and girls and the insufficiency of measures to eradicate them are of great concern.

**Paragraph 155**
Awareness programmes and legal measures must be put in place urgently to abolish the practice of female genital mutilation and all other such practices that discriminate against women. Those who perform female genital mutilation must be helped to find other sources of income.

• Israel, CEDAW, A/52/38/Rev.1 part II (1997) 87 at paras. 163 and 178.

**Paragraph 163**
The remaining instances of polygamy, forced marriage and genital mutilation, as well as "honour killings" are of concern.

**Paragraph 178**
Necessary steps should be taken to eliminate practices that cannot be justified on any grounds, such
as forced marriages, female genital mutilation, honour killings and polygamy.


  *Paragraph 141*
  Discriminatory traditional practices, such as *lobola*, polygamy and female genital mutilation, are still accepted and are of concern. Although the Constitution criminalizes any act of discrimination on the ground of sex and, furthermore, the practice of *lobola* has been made illegal, tradition and customary law still ensure discrimination.


  *Paragraph 134*
  Further research should be undertaken into the prevalence of female genital mutilation and other harmful practices, such as witch burning. The Government should ensure the prohibition and eradication of such practices.


The continued existence of such practices as polygamy, inhumane rites undergone by widows, female circumcision and similar customs, which present serious dangers to the physical and emotional health of women and violate their fundamental human rights, is disturbing.

- **Democratic Republic of the Congo, CEDAW, A/55/38 part I (2000) 21 at paras. 215 and 216.**

  *Paragraph 215*
  Concern is expressed at the persistence of traditional customs and practices, which are in violation of women’s fundamental rights, such as dowry, the levirate, polygamy, forced marriage and female genital mutilation.

  *Paragraph 216*
  Legislation should be enacted to prohibit such traditional practices. The Government should work with NGOs and the media to change attitudes through information and awareness-raising campaigns, the teaching of the Convention in schools and the translation of the Convention into local languages so as to accelerate women’s enjoyment of their human rights.
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation


**Paragraph 261**
The State party is particularly commended on the provisions and policies adopted in conjunction with all civil society to eradicate the practice of genital mutilation, which infringes on the right to personal security and the physical and moral integrity of girls and threatens their lives and health.

**Paragraph 262**
The promulgation of a provision in the Penal Code in 1996 which prohibits and punishes female genital mutilation is noted with satisfaction.

• Cameroon, CEDAW, A/55/38 part II (2000) 53 at paras. 43 and 54.

**Paragraph 43**
The Government is commended for its measures aimed at eliminating the practice of genital mutilation, which is a violation of human rights and is injurious to the physical and psychological well-being of girls, and poses a threat to their lives and health.

**Paragraph 54**
Legislation should be adopted to prohibit discriminatory cultural practices, in particular those relating to female genital mutilation, levirate, inheritance, early and forced marriage and polygamy. The Government is also urged to carry out further public-awareness, information and training programmes targeting community leaders and the general public, so as to change ways of thinking and the stereotyped perceptions of the roles and responsibilities of women and men.

• Austria, CEDAW, A/55/38 part II (2000) 70 at para. 229.

Concern is expressed about women seeking asylum in Austria, and in particular about human rights violations by State officials. Policies should be adopted that acknowledge gender-specific grounds for women seeking asylum in Austria, including gender violence and persecution and female genital mutilation.


**Paragraph 115**
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation

The Government is commended for its efforts to implement legislation penalizing the practice of female genital mutilation, as well as its actions to enable practitioners to obtain alternative ways of earning their livelihoods.

Paragraph 122
It is of concern that despite prohibitions in statutory law, there is wide social acceptance and lack of sanctions for such practices as female genital mutilation, polygamy and forced marriage, including levirate and sororate, and discrimination with regard to child custody and inheritance.

Paragraph 128
While the Government has made progress in addressing the basic health needs of the population, concern is expressed at the prevalence of maternal and infant mortality, the persistent practice and high rate of female genital mutilation, women’s lack of access to health-care facilities and the lack of access to family-planning services.


Paragraph 207
There is concern about the limited information available to women of ethnic and minority communities on their freedom from violence, including female genital mutilation, domestic violence and honour crimes, as well as other discriminatory practices, such as polygamy, early marriage and forced pregnancy.

CRC

Further efforts should be undertaken to raise awareness in order to eradicate traditional practices harmful to the health of women and children. Government, religious and community leaders should take an active role in supporting efforts to eliminate the practice of female genital mutilation.

- Burkina Faso, CRC, CRC/C/29 (1994) 15 at paras. 68 and 74.

Paragraph 68
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation

The persistence of discrimination against girls and women is of serious concern. The low school attendance and high drop-out rates among girls, especially at the primary level, and the continuing practices of female circumcision, forced marriages and domestic violence, as well as the low coverage and acceptance of family planning programmes are also matters of concern.

Paragraph 74
A comprehensive strategy should be elaborated and effectively implemented to eradicate the existing discrimination against girls and women. In that context, special efforts should be made to prevent existing practices of forced marriage, female circumcision and domestic violence.


A study on a comprehensive law reform should be conducted under the auspices of UNICEF. The principles relating to the best interests of the child and the prohibition of discrimination and of participation of children in matters affecting them should be reflected in domestic law. Specific provisions should be included with a view to forbidding clearly female genital mutilation and any form of torture or cruel, inhuman or degrading treatment or punishment, as well as of any form of corporal punishment within the family. Adequate legislative and other measures should also be taken to establish a complaints procedure for children whose fundamental rights have been violated.


The persistence of early marriage, child betrothals, discrimination in inheritance, widowhood practices and other harmful traditional practices are of concern. More particularly, the continuation of the practice of female genital mutilation is of deep concern since insufficient measures have been undertaken to address this practice.


The prevailing traditional attitudes and harmful practices, such as female genital mutilation, early marriages and teenage pregnancies, and the persistence of discriminatory social attitudes against vulnerable groups of children, such as the girl child, disabled children, children born out of wedlock and children affected by or infected with HIV/AIDS, including orphans, are of concern.

EQUALITY AND DISCRIMINATION - GENDER DISCRIMINATION - Genital Mutilation

Serious efforts are required to address harmful traditional practices such as early marriage, female genital mutilation and Trokosi (ritual enslavement of girls). All legislation should be reviewed to ensure its full compatibility with children's rights and public campaigns involving all sectors of society should be developed and pursued with a view to changing attitudes. All appropriate action in this regard should be taken on a priority basis.


Paragraph 101
The continued practice of female genital mutilation in some communities and the fact that there is no legislation prohibiting it in any of the states are of concern.

Paragraph 116
Specific laws should be enacted to prohibit the practice of female genital mutilation and to ensure the adequate implementation of legislation. Further awareness-raising campaigns should be conducted, in cooperation with the different communities, to sensitize them about the dangers and harm that result from this practice.


Paragraph 263
The traditional attitudes and harmful practices, in particular female genital mutilation, which still prevail in some regions, are of concern.

Paragraph 287
Serious efforts are required to address harmful traditional practices such as female genital mutilation. Taking note of the current efforts undertaken to draft specific legislation to prohibit the practice of female genital mutilation, the rapid enactment of such a law is encouraged. It is also recommended that public campaigns involving all sectors of society, including traditional leaders, be developed and pursued with a view to changing attitudes. In this regard, all appropriate action should be taken on a priority basis.

EQUALITY AND DISCRIMINATION - GENDER DISCRIMINATION - Genital Mutilation

Studies recommended by the Human Rights Committee in 1995 on the practice of female genital mutilation and other harmful traditional practices, conducted to formulate specific plans to prevent, combat and eradicate this practice, are endorsed by the Committee.


The limited efforts to introduce adequate measures to eradicate the practice of female genital mutilation (FGM) and other harmful traditional practices affecting the health of girls, including early and forced marriages, are of concern. Efforts should be strengthened to combat and eradicate the persistent practice of FGM and other traditional practices harmful to the health of girls. In this regard, sensitization programmes for practitioners and the general public should be carried out to change traditional attitudes and discourage harmful practices.

See also:


The difficulties encountered in eliminating the practice of female genital mutilation and other harmful traditional practices affecting the health of children remain of concern. The adoption of the proposed legislation and the strengthening of measures to combat and eradicate the persistent practice of female genital mutilation and other traditional practices harmful to the health of the child are encouraged. Awareness-raising campaigns and sensitization programmes for traditional and religious leaders and for practitioners of female genital mutilation should be carried out.


Efforts to combat and eradicate the persistent practice of female genital mutilation (FGM) and other traditional practices harmful to the health of girls should be strengthened. Efforts to conduct sensitization programmes for practitioners and the general public in order to change traditional attitudes and discourage harmful practices should be continued. In this regard, alternative career training programmes for practitioners should be established. Collaboration with neighbouring States to identify good practices undertaken in the campaign to combat and eradicate the practice of FGM and other harmful traditional practices affecting the health of girls should be continued.
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation


Strong and effectively targeted information campaigns should be undertaken to combat the phenomenon of female genital mutilation carried out outside its territory. Consideration should be given to adopting legislation with extraterritorial reach which could improve the protection of children within its jurisdiction from such harmful traditional practices.

- Sierra Leone, CRC, CRC/C/94 (2000) 24 at paras. 176 and 177.

Paragraph 176
The Committee is very concerned at the widespread practice of female genital mutilation.

Paragraph 177
In the light of article 24(3) of the Convention, the State party is urged to pass legislation prohibiting practices of female genital mutilation, to ensure that such legislation is enforced in practice and to undertake preventive information campaigns. The State party should consider adopting alternative practices of a purely ceremonial nature which do not involve any physical acts.


Concern is expressed that male circumcision is carried out, in some instances, in unsafe medical conditions. Concern is also expressed about the traditional practice of virginity testing which threatens the health, affects the self-esteem, and violates the privacy of girls. The practice of female genital mutilation (FGM) and its harmful effects on the health of girls is also an issue of concern. Effective measures should be taken, including training for practitioners and awareness raising, to ensure the health of boys and protect against unsafe medical conditions during the practice of male circumcision. The State party should undertake a study on virginity testing to assess its physical and psychological impact on girls. In this connection, it is recommended that the State party introduce sensitization and awareness-raising programmes for practitioners and the general public to change traditional attitudes and discourage the practice of virginity testing in light of articles 16 and 24(3) of the Convention. The State party should strengthen its efforts to combat and eradicate the practice of FGM and should carry out sensitization programmes for practitioners and the general public to change traditional attitudes and discourage harmful practices.
EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation

- Djibouti, CRC, CRC/C/97 (2000) 96 at paras. 552 and 553.

**Paragraph 552**
The widespread practice of female genital mutilation is of concern. Efforts to complement legal reform with activities to raise awareness and sensitize health professionals are acknowledged as are the efforts made to involve traditional leaders to change traditional attitudes.

**Paragraph 553**
The State party is urged to continue to take effective measures to eradicate this practice, and to benefit from the experience of other States that have addressed similar issues. It is recommended that the adoption of legal and judicial provisions in this area be accompanied by further efforts to engage the community in the process of changing cultural attitudes, including by assisting traditional practitioners to seek alternative employment, and if necessary by ensuring the enforcement of the legal sanctions contemplated by article 333 of the new Penal Code in order to set an example.


**Paragraph 455**
The practice of female genital mutilation in some areas of the State party is of concern.

**Paragraph 456**
The State party is urged to end female genital mutilation through the development and implementation of legislation and programmes prohibiting and addressing the practice and through sensitization of the population. The State party should take advantage of the efforts in this regard made by other States.


**Paragraph 130**
Concern is expressed at the failure to enforce legislation which would serve to protect the rights of children, including with regard to harmful traditional practices such as female genital mutilation, early and forced marriage and discrimination against children with disabilities. Domestic law is not yet fully compatible with the provisions and principles of the Convention. The process of drafting and adopting new legislation is slow. In addition, concern is expressed that some customary practices which are prejudicial to children’s rights may still be applied instead of modern domestic legal provisions.
**EQUALITY AND DISCRIMINATION -
GENDER DISCRIMINATION - Genital Mutilation**

**Paragraph 131**
The State party should strengthen its efforts to implement and enforce those aspects of domestic legislation which serve to protect children’s rights, giving particular attention to problems of harmful traditional practices, early and forced marriage and discrimination against children with disabilities. Steps should be taken through amendment or enactment, to ensure that domestic legislation is fully compatible with the principles and provisions of the Convention and to ensure that new legislation reaches the adoption stage rapidly. Additional efforts should be made to ensure that domestic law is applied in preference to customary practices which may infringe children’s rights.

**Paragraph 180**
Deep concern is expressed at reports from the National Committee on Traditional Practices in Ethiopia (NCTPE) (September 1998) indicating that 72.7 per cent of the female population undergoes some form of female genital mutilation. Other practices reported by the NCTPE, are matters of concern, including uvulectomy, milk-teeth extraction and forced marriage.

**Paragraph 181**
The State party is urged to continue and strengthen its current efforts to end practices of female genital mutilation, early and forced marriage and other harmful traditional practices. The State party should take advantage of the experience gained by other countries.


**Paragraph 240**
Taking note of the Government’s 1996 decision to prohibit female genital mutilation and the 1997 ministerial decree banning this practice in Ministry of Health service outlets, as well as various efforts to educate the public about the harm caused by this practice, including campaigns in the media and in the curricula, it is of concern that the practice is still widespread.

**Paragraph 241**
Concurring with the Committee on Economic, Social and Cultural Rights, it is recommend that the State party address the issue of female genital mutilation as a matter of priority. In addition, the State party is urged to design and implement effective education campaigns to combat traditional and family pressures in favour of this practice, particularly among those who are illiterate.

Paragraph 357
The continuing practice of female genital mutilation is a concern.

Paragraph 358
The State party should end the practice of female genital mutilation and strengthen awareness among the population of the harm associated with such practices.


Paragraph 205
The practice of female genital mutilation and the existence of food taboos, such as that which forbids children and mothers from eating certain essential food items, are matters of concern.

Paragraph 206
In light of article 24 of the Convention, the State party should prohibit and take action to end the practice of female genital mutilation, and raise awareness of its harmful effects. The State party should eliminate harmful food taboos by promoting awareness about their detrimental effects on the health of children and women. Assistance should be sought from WHO and UNICEF in this regard.


Paragraph 331
Although the adoption of a new law on female genital mutilation (1998) is welcomed, the widespread nature of this practice in the State party remains of concern.

Paragraph 332
The State party is urged to continue its efforts to end the practice of female genital mutilation through enforcement of legislation and implementation of programmes sensitizing the population about its harmful effects. In this regard, the State party should take advantage of the efforts made by other States in the region.
Paragraph 402
While noting that female genital mutilation (FGM) is prohibited by law, there is concern that it is still widely practised in the State party.

Paragraph 403
The State party should strengthen its efforts to combat and eradicate the persistent practice of FGM and other traditional practices harmful to the health, survival and development of girls, such as infanticide and early and forced marriages. The State party is urged to continue to carry out sensitization programmes for practitioners and the general public to change traditional attitudes and discourage harmful practices.