Joint Submission to the Human Rights Council

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TOGO

Association Question des Femmes
Rencontre Africaine pour la Défense des Droits de l'Homme
West African Refugees and Internally Displaced Persons Network
Global Campaign for Equal Nationality Rights
Equality Now
Institute on Statelessness and Inclusion

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at the 40th Session

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Introduction

1. Association Question des Femmes, Rencontre Africaine pour la Défense des Droits de l'Homme (RADDHO), WARIPNET (West African Refugees and Internally Displaced Persons Network), the Global Campaign for Equal Nationality Rights Equality Now and the Institute on Statelessness and Inclusion (ISI) make this joint submission to the Universal Periodic Review (UPR), on the right to a nationality and human rights challenges pertaining to statelessness in Togo.

2. This submission focuses on gender discrimination in the Togolese Nationality Code and the lack of safeguards to ensure a child’s right to a nationality and the prevention of statelessness.

3. Association Question des Femmes is a Togolese association with the objective of promoting and protecting women’s rights. The organization works primarily through legal means and aims to ensure effective justice for women and reducing legal inequalities between men and women.

4. Rencontre Africaine pour la Défense des Droits de l'Homme (RADDHO) is a non-governmental, non-partisan and secular organisation (NGO) which was created in Dakar on 21 April 1990 by a group of African intellectuals, mostly researchers and teachers at the Cheikh Anta Diop University in Dakar. RADDHO has Special Consultative Status with the Economic and Social Council (ECOSOC) of the United Nations and is an Observer Member of the African Commission on Human and Peoples' Rights (ACHPR) of the African Union. RADDHO aims to promote, defend and protect human rights in Senegal and in Africa.

5. WARIPNET is an NGO network created in 2000 by 18 West African NGOs. WARIPNET aims to strengthen the protection of refugees and internally displaced persons in Africa by conducting information dissemination, early warning and advocacy targeted at continental and international mechanisms. WARIPNET was created with a number of fundamental purposes, including: sharing experiences among members involved in different aspects of refugee protection; creating a shared platform of action; and
working together to bring the most crucial refugee protection issues onto the international stage. The foundation of WARIPNET marks the first time in the region that human rights organisations focusing on legal and policy issues have come together with humanitarian service providers for meaningful discussion to develop and implement the best strategies for refugee protection. WARIPNET is giving a voice at the global level to the reality on the ground in West Africa.

6. The Global Campaign for Equal Nationality Rights is a coalition of national and international organizations working to end gender discrimination in nationality laws. Steering Committee members include Equal Rights Trust, Equality Now, ISI, Women’s Learning Partnership and Women’s Refugee Commission, which houses the Global Campaign.¹

7. Equality Now is an international human rights NGO with ECOSOC status with the mission to achieve legal and systemic change that addresses violence and discrimination against all women and girls around the world. Founded in 1992, Equality Now is a global organization with partners and members in every region. Ending sexual violence, ending sex trafficking, ending harmful practices and achieving legal equality are the main areas of Equality Now’s work.²

8. The Institute on Statelessness and Inclusion (ISI) is the first and only human rights NGO dedicated to working on statelessness at the global level. ISI’s mission is to promote inclusive societies by realising and protecting everyone’s right to a nationality. The Institute has made over 80 country specific UPR submissions on the human rights of stateless persons. ISI has also compiled summaries of the key human rights challenges related to statelessness in all countries under review under the 23rd to the 38th UPR Sessions.³

## Previous UPR of Togo under the First and Second Cycle

9. Togo was previously reviewed during the 12th and 26th sessions of the UPR, in 2011 and 2016 respectively.

10. In the first cycle, during the 12th session, Togo did not receive any recommendations specifically related to Togo’s gender discriminatory nationality law or statelessness, however, Togo did accept a recommendation from Brazil to “take policies and legal measures to ensure equality between men and women”.⁴ Such equality cannot be achieved as long as gender discriminatory nationality laws are in place. Togo also received various other recommendations on gender discrimination and gender-based violence⁵, including a recommendation from the Republic of Moldova to “take necessary measures to effectively combat violence against women and girls and enact legislation

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¹ For more information, see: https://equalnationalityrights.org/
² For more information, see: https://www.equalitynow.org/
³ For more information, see https://www.institutesi.org/.
on domestic violence”, which it accepted. Gender-based violence, particularly in a domestic context can be exacerbated by gender discriminatory nationality laws, in situations where women feel trapped in abusive relationships in order to ensure their children receive the father’s nationality. Further, Togo received recommendations on the ratification of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). For a full list of relevant recommendations, all of which Togo accepted, please see Annex 1.

II. In the second cycle, during the 26th session, Togo received and accepted six recommendations relating to birth registration as follows: from Slovenia to “ensure universal birth registration and take the necessary steps to achieve universal primary education and combat illiteracy”;7 from Turkey to “take the necessary measures to ensure that birth registration is obligatory and free for all children and to put in place concrete measures to facilitate birth registration by extending the free registration deadline and through multiplication of awareness-raising activities thereon”;8 from Namibia to “ensure that birth registration is free and compulsory in practice and guarantee that children without a birth certificate are not deprived of access to education, health care and other social services, in line with the recommendation of the Committee on the Rights of the Child”;9 from Germany to “establish a functional registry system reaching the whole population, by, inter alia, extending the time for free birth registration and offering birth certificate establishment procedures for the unregistered”;10 and from Lebanon to “adopt laws guaranteeing compulsory birth registration”.11

12. Togo also received numerous recommendations on gender equality and to combat gender-based violence.12 For example, the Ivory Coast recommended that Togo “strengthen the national gender equity and equality policy”;13 Cuba recommended that Togo “intensify its fight against violence against women and girls and continue the fight against stereotypes”;14 and Portugal recommended that Togo “ratify the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women”.15 Togo accepted these recommendations.

13. In 2012, both the Committee on the Rights of the Child and the Committee on the Elimination of Discrimination against Women expressed concern with regard to the right to a nationality for children and women’s equal nationality rights in Togo. The

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12 Please see Annex 1 for gender-related recommendations.
Committee on the Rights of the Child urged Togo to:

(a) adopt the decrees and measures contained in the law on the organization of the civil registry system concerning birth registration, and provide adequate resources for its implementation; (b) increase the number of birth registration facilities, including mobile birth registration units, at the local, community and village levels; (c) urgently enforce the provisions of the law relating to the organization of the civil registry system in order to regulate and reduce the costs of birth certificates; (d) conduct awareness-raising campaigns, with the active support of community leaders, to promote birth registration for all children; and (e) guarantee that children without a birth certificate are not deprived of access to education, health care and other social services.16

Further, the Committee on the Elimination of Discrimination against Women encouraged Togo to:

(a) amend its Code of Nationality to grant women equal rights with men regarding the retention of the Togolese nationality in case of divorce (art. 23.3) and the transmission of the Togolese nationality to their children (art. 1) or to their spouses of foreign nationality (art. 5); and (b) consider acceding to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.17

Togo’s International Obligations

14. Togo has international obligations to protect the right to a nationality and protect the rights of stateless persons on the basis of UN and regional treaties to which it is a party. These include the International Covenant on Civil and Political Rights (ICCPR) (see Article 24.3), the International Covenant on Economic, Social and Cultural Rights (ICESCR) (see Articles 2.2 and 3), the Convention on the Rights of the Child (CRC) (see Articles 2, 3, 7 and 8), the Convention on the Elimination of All Forms of Discrimination (CEDAW) (see Article 9), the International Convention on the Elimination of All Forms of Discrimination (CERD) (see Article 5(d)(iii)), the Convention on the Rights of Persons with Disabilities (CRPD) (see Article 18) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (CMW) (see Article 29).18 Furthermore, the right to a nationality is protected in Article 15 of the Universal Declaration on Human Rights.

15. Togo is also a member State of the African Union. It has ratified the 1981 African Charter on Human and Peoples’ Rights (see Articles 2, 6 and 12), the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa, the 2009 AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), the 1998 Protocol to the African Charter on Human and Peoples’ Rights on the Establishment of an African Court on Human and Peoples’ Rights. In particular, Togo is a party to the 2003 Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (Maputo Protocol), which sets out under Article 2 to combat all forms of discrimination against women and the 1990 African Charter on the

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17 CEDAW/C/TGO/CO/6-7, Committee on the Elimination of Discrimination against Women, Concluding Observations on the Sixth and Seventh Periodic Reports of Togo, 8 November 2012, para. 29.
Rights and Welfare of the Child, which highlights the importance of birth registration under Article 6.

16. Togo is also a member of ECOWAS and is a signatory to the Abidjan Declaration of Ministers of ECOWAS Member States on Eradication of Statelessness, a commitment by all ECOWAS members to take concrete action to combat statelessness including by ensuring women and men have equal rights to acquire, change and retain their nationality and to confer nationality.


Gender Discrimination in the Nationality Law

18. The Togolese Constitution, Nationality Code, Children’s Act and Code of Persons and the Family all contain provisions pertaining to nationality rights. Notably, several of these legal texts retain gender-discriminatory provisions that contradict the rights enshrined in other, more recent legal sources, including those pertaining to women’s ability to confer nationality on children and to retain nationality without discrimination on the basis of marital status. The Nationality Code also includes gender-discriminatory provisions pertaining to the right of a citizen to confer nationality on a noncitizen spouse.

19. Articles 5 and 12 of the Nationality Code of Togo do not allow women to transfer their nationality to noncitizen spouses on an equal basis with men. Togolese men may transfer their nationality to their foreign spouse automatically at the time of marriage. Additionally, under Article 23, foreign women who take their Togolese husband’s nationality may lose their Togolese nationality upon termination of the marriage. Although the Constitution (Article 32) and the Children’s Act (Article 17) both provide for equal nationality rights in relation to the conferral of nationality on children by Togolese citizens, Article 3 of the nationality code also discriminates against Togolese women by denying women the right to confer nationality on their children, unless the father is stateless or unknown. The Togolese Nationality Code must be brought into alignment with the Constitution and Children’s Act to uphold women’s equal right to confer nationality.

20. By denying women equal nationality rights with men, the Togolese Nationality Code undermines women’s status as equal citizens and violates international law, as well as the Togolese Constitution, which guarantees equality before the law of all citizens without distinction, including on the basis of sex.

21. Though the effects of the provision that causes naturalized Togolese women to automatically lose their nationality in cases of divorce are mitigated by the 2012 Code of Persons and the Family, which states that divorce has no effect on the nationality rights acquired by a man or a woman, law reform is needed to ensure alignment between the Nationality Code, Code of Persons and Family and Constitution, so there is no room for doubt, or the discriminatory and arbitrary application of the law in the context of contradictory provisions being open to interpretation by decision makers.

22. In addition to undermining women’s equal citizenship, gender discrimination in nationality laws can result in wide-ranging human rights violations including obstacles
to accessing education, healthcare, employment, property rights, inheritance, freedom of movement and family unity. Gender discriminatory nationality laws also inhibit women’s ability to freely choose a spouse and are linked with gender-based violence, including human trafficking and child marriage, and obstacles to women leaving abusive relationships.\textsuperscript{19}

23. The co-submitting organisations welcome recent efforts to amend the Nationality Code to remove gender-discriminatory provisions and uphold gender equality, including a government established working group tasked with drafting proposed reforms in 2018. Additionally, the Global Campaign for Equal Nationality Rights was honoured to include the Minister of Justice of Togo, the Honorable Kokouvi Agbetome, in its September 2020 High Level Event on Achieving Gender Equality in Nationality Laws during the 75\textsuperscript{th} UN General Assembly. We welcomed Minister Agbetome’s affirmation at the event that the Togolese government is resolutely engaged in working to achieve gender equality in its nationality law. However, we remain concerned that gender equality has yet to be enshrined in Togo’s Nationality Code. We encourage the government to enact reforms to uphold gender equality in the nationality law without delay.

Impact of gender discrimination in Togo’s nationality law and statelessness

24. Gender discrimination in nationality law is a leading cause of statelessness globally. The Togolese Nationality Code includes gender discriminatory provisions that contribute to statelessness, yet there is no statistical information on the scope or extent of statelessness in Togo. The lack of statistical information in itself points to a deeper gap by the state to prioritise and address the issue of the right to nationality and the rights of stateless persons in the country. This is particularly so, when considering the various legal provisions which undermine the right to nationality, thereby increasing the likelihood of statelessness being generated and perpetuated.

25. More specifically, gender discrimination in the nationality law results in a range of human rights violations impacting children. These include the denial of the right to a nationality and resultant statelessness over generations (Art. 7 CRC); lack of access to public education (Art. 28 CRC), healthcare (Art. 24 CRC) and other services. This restriction can also impede family life in violation of article 9 of the CRC. For example, when foreign men are denied access to their Togolese spouses’ nationality, they may be forced to live away from their children due to challenges in acquiring residency permits and obstacles to employment, or they may try to take the children away from the mother and back to their own country.\textsuperscript{20}

26. Consequently, in addition to resulting in violations of CRC Article 7, this restriction violates the Guiding Principles of the CRC as set out in Article 2 (non-discrimination), Article 3 (best interest), Article 6 (child’s development) and Article 12 (respecting the views of the child).

\textsuperscript{19} For further information, see: \url{https://equalnationalityrights.org/images/zdocs/Impact-of-Gender-Discrimination-in-Nationality-Laws-on-Gender-Based-Violence.pdf}

\textsuperscript{20} Equality Now, Campaign to End Sex Discrimination in Nationality and Citizenship Laws, 2013 (updated 2018), available at: \url{https://www.equalitynow.org/the_state_we_re_in_ending_sexism_in_nationality_laws}
27. The Togolese Nationality Code does not provide for the granting nationality to foundlings or children of unknown parents, putting them at risk of statelessness. Though the Togolese Children’s Code stipulates in article 19 that any child found on Togolese territory before the age of five and whose filiation is unknown, as well as any child born in Togo to parents whose place of birth is unknown, has the right to acquire Togolese nationality, the Code does not ensure safeguards to prevent statelessness among foundlings or children of parents with unknown nationality above age five. Moreover, provisions pertaining to the acquisition of Togolese nationality by foundlings and children of unknown parents must also be enshrined in the Togolese Nationality Code. We encourage the government to involve non-governmental stakeholders, including NGOs and UN agencies, in the development and implementation of a comprehensive National Action Plan to eradicate statelessness.

Recommendations

28. Based on the above information, the co-submitting organisations urge reviewing States to make the following recommendations to Togo:

I. Enact reforms to remove gender discrimination from its nationality law by:
   a. Granting Togolese women the right to transfer their nationality to their children on an equal basis with men;
   b. Granting Togolese women the right to transfer their nationality to their spouse on an equal basis with men; and
   c. Preventing naturalized Togolese women from losing their nationality upon termination of marriage; and removing any other discrimination on the basis of sex.

II. Protect every child’s right to acquire and preserve a nationality, without discrimination in relation to the child or the child’s parents or guardians, and ensure comprehensive safeguards against statelessness, including through the adoption and implementation of a National Action Plan to eradicate statelessness.

III. Amend the Nationality Law and Children’s Code to provide that all foundlings, including those above five years of age, acquire Togolese nationality and that children of parents whose place of birth is unknown acquire Togolese nationality at birth.
Annex: List of recommendations relating to gender equality in previous UPR cycles

1st cycle

100.11. Expedite actions on draft bills under consideration, aimed at modernizing its legal framework in order to strengthen citizens’ guarantees in courts of law, remove provisions that conflict with international commitments, reorganise the justice system to bring it closer to citizens and redefine the courts’ jurisdictions and promote gender equality in access to electoral mandates, elected office and appointments to State institutions and Government departments (Nigeria);

100.12. Amend its domestic legislation relating to the rights of women, children and persons with disabilities, in line with its international obligations (United Kingdom of Great Britain and Northern Ireland);

100.30. Adopt appropriate measures for the protection of women (Bahrain);

100.35. Accelerate its programme to eliminate discrimination against women (Democratic Republic of the Congo);

100.36. Take policies and legal measures to ensure equality between men and women (Brazil);

100.37. Adopt and implement efficient measures with a view to eliminate the discrimination against women, including pursuing appropriate public awareness-raising campaigns against the customary social stereotypes (Slovakia);

100.38. Pay attention to the recommendations made by the Human Rights Committee in 2011, on the legislative reforms to be adopted to guarantee legal equality between men and women, in particular the new Criminal Code, and the Code of the Person and Family (Chile);

100.39. Increase efforts to incorporate into domestic law international legal norms aimed at eliminating cultural or traditional gender-based discrimination, as indicated in the national report (Niger);

100.40. Take measures to amend or to eliminate cultural or traditional customs and practices, which discriminate against women. (Republic of Moldova);

100.41. Strengthen efforts to fulfil its obligations under the Convention on the Elimination of all Forms of Discrimination against Women, including by adopting and implementing legislation prohibiting female genital mutilation (Australia);

100.42. Develop policies and actions aimed at modifying or eliminating customs and practices that promote violence and/or discrimination against women, covering family, marital, social and working areas (Mexico);

100.43. Adopt all necessary measures to eradicate and eliminate practices and customs that discriminate against women, in particular forced and early marriage, discriminatory practices in the area of widowhood, the levirate, slavery and female genital mutilation. At the same
time, develop awareness and education programmes on the harmful effects of such practices (Uruguay);

100.44. Deepen the efforts, including through international cooperation, aimed at eradicating all practices that violate the rights of women, with a particular emphasis on female genital mutilation and any form of gender based violence, and continue to implement measures, which tend to provide the legal recognition of civil, political, economic and social rights among women and men (Argentina);

100.58. Adopt a law prohibiting domestic violence and adopt the necessary measures to ensure its implementation, including inter alia through an information and awareness-raising campaign amongst the population (Canada);

100.59. Take necessary measures to effectively combat violence against women and girls and enact legislation on domestic violence. (Republic of Moldova);

100.60. Complete necessary legislative reforms towards the criminalization of domestic violence (Slovakia);

100.61. Speed up legislative reforms to make acts of violence against women such as domestic violence and marital rape offenses under the criminal code (Brazil);

100.62. Adopt the revised Persons and Family Code; criminalize domestic violence and intensify the fight against traditional practices, which discriminate against women or are detrimental to them (Cape Verde);

100.63. Take additional measures to prevent and combat trafficking in women in an appropriate way (Republic of Moldova);

102.1. Consider acceding to the optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women (Brazil);

102.2. Ratify or accede to, where appropriate, the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women (Uruguay);

102.3. Ratify the Optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women (United Kingdom of Great Britain and Northern Ireland);

102.4. Ratify the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women (Hungary);

2nd cycle

28.3 Speed up the process of ratification of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Georgia); Expedite action on the ratification process of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Ghana); Accelerate its ratification process of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Mongolia);
128.4 Consider signing and ratifying the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Guatemala);

128.5 Sign and ratify the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Italy);

128.6 Accept, ratify or accede to the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Uruguay);

128.7 Ratify the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Madagascar) (Djibouti) (Portugal) (Albania);

128.8 Continue to pursue gender equality by adopting the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Australia);

128.17 Amend the Individuals and Family Code in which consideration is given to prevention and support of victims of gender-based and sexual violence (Liechtenstein);

128.20 Speed up the establishment of the national commission to fight against trafficking in persons and the implementation process of the action plan of the national policy on gender equity and equality (Madagascar);

128.38 Step up efforts towards gender equality (Philippines);

128.39 Make further efforts to protect and integrate into society disadvantaged women, such as rural women, women with disabilities and women in detention, by adopting targeted policies for them, in particular in the areas of education, employment, health care and social security (Republic of Korea);

128.40 Adopt further measures to ensure gender equality in the society, including through implementing and updating, when necessary, the National Strategy to Combat Gender-based Violence (Viet Nam);

128.41 Continue the positive measures in favour of women by promoting their access to justice and education (Angola);

128.42 Continue adopting measures to facilitate hiring women in labour sectors that have traditionally been exclusively for men, including the armed forces (Chile);

128.43 Continue its efforts aimed at addressing the underrepresentation of women in decision-making bodies, including through considering the adoption of a law on gender equality (Rwanda);

128.44 Continue its work on the elimination of discrimination against women (Tajikistan);

128.45 Continue efforts aiming at promoting the role of women in decision-making and achieving equality of opportunities (Tunisia);

128.46 Multiply the activities undertaken to increase the participation of women in political life and in decision-making (Turkey);
128.47 Strengthen the national gender equity and equality policy (Côte d’Ivoire);

128.48 Intensify its fight against violence against women and girls and continue the fight against stereotypes (Cuba);

128.49 Promote the national policy aimed at achieving gender equality and the empowerment of women (Egypt);

128.50 Strengthen its efforts to prevent and combat all forms of discrimination and violence against women, children and other vulnerable groups through the adoption of comprehensive legislation and awareness-raising campaigns (Italy);

128.51 Continue to intensify efforts to achieve equality and non-discrimination in the framework of equality and equity between men and women (Iraq);

128.52 Take legislative and statutory measures to eliminate all forms of discrimination against women, persons with disabilities and children affected by HIV/AIDS (Madagascar);

128.53 Take measures to increase the participation of women in governance and decision-making bodies (Maldives);

128.54 Continue efforts to combat violence against women while promoting gender equality, including carrying out awareness-raising programmes to raise the consciousness of public opinion (France);

128.55 Implement formal and effective prevention and protection mechanisms for women victims of violence and female genital mutilation (Spain);

128.56 Prohibit harmful practices, including by adopting additional measures to fight against all forms of violence against women and girls (Slovenia);

128.57 Continue to implement the National Strategy for Gender-based Violence (Pakistan);

128.58 Continue efforts to combat human trafficking, in particular exploitation of children and women, by stepping up the efforts to combat impunity of traffickers and regional cooperation (France);

128.59 Adopt effective prevention and education measures to end all cases of child marriage and female genital mutilation (Liechtenstein);

128.60 Prosecute all cases of child marriage and female genital mutilation and punish the perpetrators according to the law (Liechtenstein);

128.62 Step up efforts to combat violence against women and girls, including by promoting literacy among these groups (Zimbabwe);

128.79 Investigate thoroughly cases of female genital mutilation and bring the perpetrators to justice (Russian Federation);

128.80 Thoroughly investigate and prosecute cases of sexual harassment and rape of girls in schools (Sierra Leone);
128.85 Improve access to justice for women through legal aid and ensure that women human rights defenders can work safely and are not hindered in their activities (Liechtenstein);

128.86 Ensure that women victims of violence receive adequate assistance and that perpetrators are brought to justice (Italy);

128.81 Intensify the investigation and punishment of cases of discrimination and gender violence (Argentina);

129.14 Swiftly implement the provisions in the new Criminal Code, aiming at the elimination of the practice of female genital mutilation (Portugal);

129.15 Implement the National Strategy to Combat Gender-based Violence (South Africa);

129.16 Reform the Togolese legislation aimed at eliminating discriminatory practices against women in matters of inheritance (Spain);

130.3 Adopt a law on all forms of violence and discrimination against women (Turkey);

130.4 Adopt a specific law, based on prevention of violence against women and related assistance, to combat all violence against women (Algeria);

130.5 Elaborate a law on violence against women, including domestic violence (Belgium);

130.9 Adopt without delay the draft law establishing quotas for women in elected and administrative positions, in line with the recommendation of the Committee on the Elimination of Discrimination against Women (Namibia);