Scene Setter

HUMAN TRAFFICKING AND THE 2010 FIFA WORLD CUP

In 2004 South Africa was awarded the rights to host the Fédération Internationale de Football Association (FIFA) World Cup tournament. This tournament will be held between June 11th and July 11th, 2010, and will have 32 nations from Africa, Asia/Pacific rim, Europe, North and South America competing. The event will take place throughout South Africa, with 10 stadiums in 9 host cities (Johannesburg, Pretoria, Cape Town, Durban, Polokwane, Bloemfontein, Port Elizabeth, Rustenburg and Nelspruit) hosting the matches. Approximately two million tickets to the matches will be sold over the course of the tournament, with another 35-40 billion persons viewing the tournament worldwide. The total prize money for the event is $US420 million, with the winning team receiving $US30 million. The World Cup is one of the most prestigious sporting events in the world, and is a definite “mega-event.”

Soon after the awarding of the hosting honors, South Africa began to prepare for the tournament. Those preparations included recognizing the reality that there are those who would exploit the games for criminal purposes, including trafficking in persons.

The nature and extent of trafficking in persons in South Africa is difficult to determine. However, by 2003 there had been 3 major studies of trafficking in persons, particularly women and children, which could be drawn upon for information. The first was a 2000 study carried out by Molo Songololo (Molo), a non-governmental organization (NGO) located in the Western Cape, which dealt with sexual exploitation of children. It estimated that between 28,000 and 38,000 children were sexually exploited annually in South Africa, with some of those children being trafficking victims.1 In 2003 two further studies were released. The International Organization for Migration (IOM) study on trafficking in southern Africa found that while some trafficking cases involved organized crime, many cases of friends, family and peers trafficking victims also occurred.2 This supported Molo’s earlier South African study that found that parents, and specifically mothers, were among the principle traffickers of children. The UNICEF study3 looked at all of Africa, and found that children were trafficked at twice the rate of adult women and that 60% of all trafficking victims in Africa were children.

More recently, a USAID/IOM study4 of internal trafficking in South Africa found that victims are male and female, adults and children, come from most often from the rural areas or informal settlements, but were sometimes recruited from the cities. The victims are exploited sexually and for their labor, both agricultural and domestic, and are most often lured with promises of jobs or education. The high rate of unemployment/underemployment, poverty and patriarchy were all found to play a part in victim vulnerability.

Regional dynamics have also been found to play a part in trafficking. South Africa is a country of origin, transport and destination for victims of trafficking. It is also the leading destination throughout southern Africa for trafficking victims. South Africa’s standing as the economic powerhouse in the region, coupled with the unstable political and economic situation in Zimbabwe and a relatively porous border between the two nations, has led to large numbers of trafficking victims, as well as human smuggling, between those two nations. Other regional considerations, such as Lesotho’s Maseru airport being an entry point

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3 Innocenti Research Centre, TRAFFICKING IN HUMAN BEINGS, ESPECIALLY WOMEN AND CHILDREN, IN AFRICA, UNICEF, 2003
of choice for international traffickers, due to fewer resources and less training of border officials available there to detect trafficking, as well as less than stringent border control at the closet border crossing into the Free State, have also been documented.

The Anti-Trafficking Effort and USG Support

In light of these realities, both government and non-governmental organizations (NGOs) have responded from three perspectives – prevention, prosecution and protection of victims. The prevention initiatives include awareness raising campaigns and risk reduction through education initiatives. Some of these initiatives are completely South African, but some are joint enterprises by the South African and U.S. governments.

The prevention initiatives include awareness raising campaigns and risk reduction through education. Examples of USAID and Department of State programs in this area include supporting one Fulbright scholar’s work, which focused on publications and trainings on trafficking in children in South Africa, Molo Songololo’s “Strengthening the Fight Against Child Trafficking” program and IOM’s advocacy and organizational development training for NGO leaders of all the members of the IOM network assisting trafficking victims. USAID also joined with the International Labour Organization (ILO) to support their regional work to withdraw the victims from or prevent the worst forms of child labor, including commercial sexual exploitation, and provide a mix of formal education, non-formal education, and skills training interventions to at-risk or child victims.

South African prosecution and law enforcement in this area have been hampered by a lack of a specific anti-trafficking law. Currently the Prevention and Combating of Trafficking in Persons Bill is working its way through the legislative process, and is hoped to become law before the World Cup begins. In the interim, trafficking cases may be prosecuted under an array of existing laws, including the Prevention of Organized Crime Act, the Basic Conditions of Employment Act, and the Sexual Offenses Act of 2007. Additionally, the Children’s Act has a component on trafficking in children, but this section has yet to be implemented, thereby depriving prosecutors and law enforcement of its utilization.

USAID initiatives in law enforcement and prosecution include funding for Molo Songololo providing training workshops to mid-level law enforcement officers in the Eastern and Western Cape, to enable officers to detect and effectively investigate trafficking complaints, including underscoring relevant legislation that could be used to bring charges against alleged offenders.
A lack of sufficient numbers of shelters for victims of gender-based violence and domestic violence, as well as trafficking victims, has long been recognized. USAID supports IOM’s capacity building for a network of non-governmental organizations that offer assistance to trafficking victims and IOM’s research on internal trafficking in South Africa. The Saartjie Baartman Center, one of the few shelters that specifically addresses the unique needs of trafficking victims, was given a grant to upgrade perimeter security, reinforce the fencing around the site, install gates and extend shelter capacity.

**Heightened Risks**

The risk of trafficking increases with the World Cup, as vulnerability to trafficking is increased. Risk factors specific to the 2010 World Cup were cited in a 2008 Molo Songololo study and included the expectation of economic gain by the general population, heightened in a climate of poverty and unemployment. Molo noted a heightened risk of the following: child labor; the demand for sexual services; organized crime, and the consumption of alcohol. The relaxation of border controls during the games is also feared to make it easier for foreign victims to enter South Africa before being sent on into other countries, or simply be trafficked within South Africa. Rural areas, especially those along major transport routes, are at especially high risk for recruitment of children.

The well-publicized increase in employment that has come from the games, including jobs in construction, tourism, and those linked directly to the World Cup itself, probably play directly into the hands of traffickers. In a country with very high unemployment, even the mere promise of a job may have tremendous lure. This applies to both the South Africa population and individuals who wish to migrate from other countries in the region.

In addition, some government actions may have unanticipated consequences. This includes traffickers taking advantage of some steps that have been taken with a view to allowing every South African to view the games. One such step was taken by the Department of Education in its decision to close the schools for the entirety of the tournament. While all children were found to be potentially at risk, those with the highest risk factor were street children, unattended children and refugee children.

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**Tumi’s Story**

Tumi is a 15 year old girl from Indwe, the poorest district in the Eastern Cape, one of the poorest provinces in South Africa. Ninety-five percent of the residents of her township fall below the poverty line, more than a quarter have HIV, and most survive through government grants. Orphaned at 14, she had to leave school to support herself. Recently a woman from a neighboring town offered to find work for her with the Free State Tourism Authority in preparation for the World Cup. Tumi went with the recruiter, as did her 14-year-old best friend, Elizabeth, who, like Tumi, was poor but was also desperate to escape her mother’s violent boyfriend. The girls were told they would be in the hospitality industry.

After driving them eight hours north to Bloemfontein, the recruiter sold them to a Nigerian drug and human-trafficking syndicate in exchange for $120 and crack cocaine. The buyer forced them into prostitution on the streets of central Bloemfontein for 12 straight hours every night. Seldom do the males who buy these girls wear condoms, thereby increasing the likelihood of the victims contracting HIV/AIDS, as well as unplanned/unwanted pregnancies. Each morning, the trafficker collects the girls earnings, which can be up to $600 per night. Elizabeth has tried to escape three times, once getting away for several weeks. Eventually the trafficker always finds her or uses Tumi as a hostage to lure her back, then uses an “enforcer” to beat Elizabeth, as a lesson to her and others who might try to escape.

The ring operates out of a well-known, run-down hotel as the base of their drug- and human-trafficking operations. The trafficker and his operatives use gang rape, drug provision, sleep deprivation and torture to “break in” new children on the fifth floor of the hotel, while the fourth floor houses an illegal abortion clinic. The police are aware of this operation, but due to a lack of victims who will cooperate, are finding it difficult to successfully deal with this syndicate.

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The country’s estimated 1.4 million AIDS orphans are also especially vulnerable to trafficking, as in many cases they have no responsible adult looking out for them, nor have they received any information on the dangers of trafficking and the false promises traffickers make.

South African and Regional Responses to the World Cup

The response in the region has been at many levels and involves many stakeholders, though it faces many challenges.

Regional Level

The United Nations Office on Drugs and Crime (UNODC) Southern Africa anti-trafficking efforts include a regional project aimed at strengthening legal and policy frameworks within all Southern African Development Community (SADC) countries (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe). This project has been expanded to include a sharper focus on trafficking since the awarding of the World Cup. Apart from this project, UNODC is also involved in ad hoc training for SARPCCO (the Southern African Regional Police Chiefs Coordinating Organisation) and other organisations as and when required. In 2009 the UNODC released its Anti-human trafficking manual for criminal justice practitioners.

SADC has continued and enhanced its coordinated approach to policing and immigration for nations with shared borders. South Africa shares a border with Namibia, Botswana, Lesotho, Swaziland, Mozambique and Zimbabwe. In 2009 SADC launched the 10 Year SADC Strategic Plan Of Action On Combating Trafficking in Persons, Especially Women and Children (2009-2019). Difficulty of porous, long borders, political situation in Zimbabwe and under-resourced border posts are among the challenges faced by South Africa at a regional level. Additionally, there remains the difficulty of a lack of laws specifically addressing trafficking, and a lack of uniformity among those laws that do exist.

Amazing Grace is an anchor member of the MPUMILIMO (Mpumalanga-Limpopo-Mozambique) task team of regional anti-TIP NGOs. Amazing Grace works as a model of cross-border collaboration in an area particularly prone to trafficking, and is soon to expand to include Swaziland. It recently moved to Johannesburg and in 2009 launched a "Red Light" Anti-TIP campaign related to the World Cup, in partnership with the NGO Junior Citizens. It also works closely with the Department of Social Development on provincial anti-TIP planning for 2010 and beyond.

National Level

After the awarding of the games, the South African government organized a national Trafficking in Persons Inter-sectoral Task Team, comprised of the National Prosecuting Authority (NPA), Department of Justice and Constitutional Development, Department of Home Affairs, Department of Social Development (DSD), Department of Labour, South African Police Service (Ports of Entry Policing, Organised Crime Unit), the IOM, the UNODC, and Molo Songololo. The Task Team developed an integrated national strategy to prevent and address trafficking in human beings, which is implemented through the Programme Coordinating Unit (PCU) within the NPA. One of the highest profile issues is working toward the passage, and implementation, of the Prevention and Combating of Trafficking Bill before the games begin.
The Department of Social Development (DSD) has been tasked as the lead agency in creating a comprehensive child protection action plan for the games. The plan calls for provincial joint operation command centers feeding into one national joint operation center. The provincial command centers will assemble teams consisting of all stakeholders: NGOs working with children, child and youth care workers, police, probation services, shelters and safe houses. They will provide the contact information and work schedules of all relevant personnel to the national center, as well as the names and contacts of two individuals who will be on standby duty for the duration of the World Cup.

The plan focuses on collaboration between the public, civil society and government. It outlines training and capacity building programs for stakeholders, as well as procedures for communication between government, civil society and service providers. A national coordinator will make site visits to the provinces to ensure compliance with the plan’s reporting and staffing requirements. The plan also provides for education and mobilization of parents and communities in partnership with existing civil society programs and provincial authorities. The source of funding for such initiatives is, however, still unclear.

In December 2009, the DSD in cooperation with the Nelson Mandela Children’s Fund and numerous civil society organizations, launched the “Champions For Children” (CFC) campaign to ensure the protection and safety of children during the World Cup. Both the SAG and its NGO partners have identified potential risks to children during the games and have developed plans for their protection. CFC seeks to raise community awareness on the risks, particularly those surrounding the games, faced by children. Childline’s 24-hour toll-free hot line will also be advertised nationally before, during and after the games.

Additional steps taken by the South African government include increased numbers of police hires as well as specific trainings for the allied criminal justice community, NGOs and community-based organizations on trafficking. Efforts to legalize prostitution during the World Cup have been unsuccessful, though they were discussed widely by both government and NGO representatives. Prevention/awareness raising events, including television spots (Public Service Announcements), radio programs and the written media have all begun. Difficulties encountered in prevention and awareness raising initiatives include a shortfall in financing and a lack of expertise.

NGOs, such as Girl Guides, have also begun national initiatives. Girl Guides members nationwide are engaged in anti-TIP education, to the extent that a new anti-trafficking badge has been created for exceptional achievement. Girl Guides works in urban, suburban and rural communities and is currently working on designing anti-TIP posters and games.

In January of this year, the Salvation Army launched a new hotline number to assist TIP victims, staffed by speakers of all eleven official South African languages. Contact may be made via phone, fax or SMS, and the number (0800-RESCUE) will be added to SAPS posters and materials. During the games, the Salvation Army is planning to mount big-screen football broadcasts in churches, where teachers would also conduct classes over the extended school break during the games. In 2008 it expanded its peer education to include TIP, and offers support to job seekers in screening employers and offers for legitimacy. TIP is also now a theme of all its outreach events, with a focus on prevention.

Provincial Level

Some provinces have begun their own provincial anti-trafficking task forces, based on the multi-disciplinary model of including as many stakeholders as possible. Examples of this include the KwaZulu Natal Human Trafficking Task Team. In existence for just over a year, they have drafted a provincial plan of action and have over 50 NGO, civil society and government agencies on board. They have provincial meetings every two months and have conducted numerous training sessions with police, prosecutors,
schools, and at the community level. They have also participated in a small number of raids on brothels as well, recognizing that there is a marked overlap between prostitution rings and trafficking.

In Bloemfontein the Free State Human Trafficking Forum also had its first meeting in 2009. The forum is independently organized, comprised of National Prosecuting Authority (lead organization), South African Police Service/Family Violence, Child Abuse and Sexual Offenses unit (FCS), Department of Social Development, NGOs such as Childline/Child Welfare, faith-based community organizations, and the Department of Health. They have set out to accomplish a streamlining of procedures and the lines of communication, including specifically designated individuals who are the first point of contact within each organization, should a trafficking case arise. They conducted a province wide training in autumn of 2009, which attracted approximately 200 people, from all the sectors noted above.

In Gauteng, the Tshwane Leadership Foundation (TLF) led the formation of an anti-TIP Provincial Coalition. The Coalition’s first focus is on the World Cup and is embarking on an awareness raising campaign throughout downtown Pretoria. The group will flag suspicious activities and will identify locations that could be hotspots for trafficking during the games.

World Vision South Africa (WVSA) is an NGO active in 6 of the 9 provinces in South Africa, mainly in rural areas. WVSA works in partnership with the Southern Africa regional Network against Trafficking and Abuse of Children (SANTAC) and the Department of Social Development, which formulated the official plan of action for children during the games. Along with UNICEF, Childline/Child Welfare, the Nelson Mandela Children’s Fund and other civil society groups, they will prepare plans for “child friendly spaces” during the games, as well as provide security for informal fan parks that are not provided for by the official police services. Each of the host cities or stadium areas is assigned a participating NGO as lead agency to coordinate these protection efforts (e.g. Polokwane led by Childline, Johannesburg led by WVSA, etc).

Local Level

Finally, at the local level, various cities, municipalities and communities have decided to get involved. In Stellenbosch, local government is coordinating with the faith-based community to train volunteers to “police” big-screen, open-air venues where games will be shown to the community. Particular attention will be paid to potential child victims.

In Johannesburg, Childline plans to set up “food stations” to feed the children during the school break during the World Cup (as school is often the only place the children are guaranteed a meal). During this, they will conduct awareness raising for both the children and their caretakers. Faith-based groups are also signing onto programs for children that will run during the games. With many children being drawn to the fan parks, and school being closed during the games, these programs are intended to address the concerns of unattended child safety during the games, as well as feeding concerns during the school closure.

This scene setter was prepared by the Anti-Trafficking Technical Assistance Task Order (ATTO), Chemonics International, Inc.