



**Commercial and sexual exploitation of children and  
child trafficking**

## **A South African national situation analysis**

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**Community Agency for Social  
Enquiry**



REPUBLIC OF SOUTH AFRICA

TECL Paper No 16



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Enquiry**

Department of Labour,  
Programme *Towards the Elimination of the worst forms of Child Labour*  
(TECL) / ILO

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# ACRONYMS

CASE	Community Agency for Social Enquiry
CBO	Community-based Organisation
CLPA	Child Labour Programme of Action
CPU	Child Protection Unit
CRC	Conventions on the Rights of Children
CSEC	Commercial Sexual Exploitation of Children
CT	Child Trafficking
CUBAC	Children Used by Adults in the Commission of Crime
DoE	Department of Education
DoH	Department of Health
DoL	Department of Labour
DoJ	Department of Justice and Constitutional Development
DSD	Department of Social Development
ECPAT	End Child prostitution, child Pornography And Trafficking of children for sexual purposes
FBO	Faith-based Organisation
GDE	Gauteng Department of Education
ILO	International Labour Organisation
IOM	International Organisation for Migration
IPEC	International Programme on the Elimination of Child Labour
KZN	KwaZulu-Natal
MES	Metropolitan Evangelical Services
NACL	Network Against Child Labour
NASC	National Alliance for Street Children
NGO	Non-governmental Organisation
NPA	National Prosecution Authority
NPS	National Prosecution Services
RECLISA	Reduction in Exploitative Child Labour in Southern Africa
SALRC	South African Law Reform Commission
SAPS	South African Police Service
SASPCAN	South African Society for the Prevention of Child Abuse and Neglect
SBST	School Based Support Team
SWEAT	Sex Worker Education and Advocacy Task Force
TECL	Programme <i>Towards the Elimination of the worst forms of Child Labour</i>
UN	United Nations
UNICEF	United Nations Children's Fund
YECSEC	Youth Ending Commercial Sexual Exploitation of Children

# 1. INTRODUCTION

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The commercial sexual exploitation of children (CSEC) and trafficking in children (CT) for sexual and other kinds of labour exploitation are defined as the worst forms of child labour in terms of the ILO Convention 182 on the Worst Forms of Child Labour. South Africa has ratified this convention and is therefore obligated to give effect to it through policy and legislation.

To address the issue of child labour, the South African government and key stakeholders including organised labour, business and civil society have engaged in a process of developing a national Child Labour Programme of Action (CLPA), which was adopted in 2003. Funding to assist government departments to fulfil their most urgent obligations in terms of the CLPA was obtained through the International Programme on the Elimination of Child labour (IPEC) of the International Labour Organization (ILO). The programme Towards the Elimination of the worst forms of Child Labour (TECL) was established to manage this funding and to act as an extension of government when doing so.

To assist the South African government in taking forward key action steps identified in the CLPA, TECL has prioritised the development of pilot projects that address the following worst forms of child labour:

- Commercial Sexual Exploitation of Children (CSEC)
- Child Trafficking (movement of children, or a transaction, resulting in exploitative labour in slave-like conditions or in CSEC)
- Children Used By Adults in the Commission of Crime (CUBAC)
- The use of children to collect water for household use.

This report deals with the first two focus areas, CSEC and child trafficking. TECL emphasises prevention and educational rehabilitation as primary strategies for addressing CSEC and child trafficking in South Africa.

Prior to designing and implementing pilot projects to address CSEC and child trafficking in South Africa, TECL commissioned a series of situation analyses to inform the development of these pilot projects. These analyses included a literature review and a review of stakeholders in the field and strategies currently being employed to address CSEC and child trafficking. The aim was to provide TECL with information to inform future interventions to address CSEC and child trafficking in South Africa.

This report consolidates the findings from the situation analyses conducted nationally and in Gauteng, KwaZulu-Natal, Western Cape, Limpopo and Mpumalanga. It is not a comprehensive review of stakeholders and initiatives in the field but will provide an informed starting point on which later phases of the TECL pilot projects can build.

## 1.1 SCOPE AND OBJECTIVES

The situation analyses at a national level and in Gauteng were conducted first, to allow for the design and implementation of pilot projects to continue while research continued in the provinces of KwaZulu-Natal, the Western Cape, Limpopo and Mpumalanga.

The terms of reference for the national and Gauteng situation analysis set out the key outputs as follows:

- A literature review that considers relevant South African research on CSEC and child trafficking, identifies national and international trends and debates and identifies strategies and good practice for addressing CSEC and child trafficking, with a specific focus on relevant South African material and ‘good practices’ in Southern and Eastern Africa;
- An analysis of national stakeholders as well as stakeholders in Gauteng, including gathering of information on perceptions, trends, and practices around CSEC and CT;
- A description of the legislative framework, limited to areas of implementation, with an indication of which government departments are responsible for each relevant aspect;
- Where departments are responsible, either in terms of legislation or policy for steps relevant to the focus areas, a listing of relevant divisions within that department, a description of the area of responsibility and details of key contact people;
- Identification of possible partners to assist in implementation of the project.

The literature review has not been included in this document and is available as a separate report. A similar process was followed in KwaZulu-Natal and the Western Cape, with the objectives as follows:

- Identify stakeholders in government and civil society that address CSEC, child trafficking and educational rehabilitation;
- Gather information on perceptions of the extent, nature and possible geographic location of child trafficking and CSEC in the province;
- Identify existing services and strategies followed to date within government and civil society to assist children involved in CSEC or trafficking (this should include good practices to be considered when designing pilot projects);
- Provide an assessment of how well current strategies are working and identify gaps, based on stakeholders’ perceptions;
- Provide suggestions and rationales for appropriate partners and potential pilot projects for future TECL work.

Gauteng, KwaZulu-Natal and the Western Cape share a number of characteristics – they have relatively large urban populations and the children’s sector is active in these provinces. To ensure a balance in the provinces studied, two further provisional scans were conducted in the more rural provinces of Limpopo and Mpumalanga.



**Figure 1: Map of South Africa**

Limpopo and Mpumalanga were selected because of the possibility of obtaining more information about child trafficking (and trafficking for purposes other than CSEC in particular). These two provinces border on the neighbouring countries of Zimbabwe, Mozambique and Swaziland, and were suggested in the national situation analysis as possible sites of cross-border trafficking and trafficking relating to commercial agriculture or child domestic work.

## **1.2 METHODOLOGY**

This report is based on the work of a number of consultants. World Education, Inc. and Khulisa Management Services were contracted to undertake the initial literature review and the situation analysis at a national level and in Gauteng province.

Debbie Budlender of the Community Agency for Social Enquiry (C A S E) supplemented and edited the literature review, and C A S E was responsible for conducting the situation analysis in KwaZulu-Natal, Western Cape, Limpopo and Mpumalanga. C A S E was also responsible for compiling this consolidated report.

### **1.2.1 Data Collection**

#### *1.2.1.1 National and Gauteng situation analysis*

The data collection for the national and Gauteng scans was conducted simultaneously, beginning in January 2005. A list of 130 national and Gauteng stakeholders was compiled and later reduced to a shortlist of 48 national and 25 provincial stakeholders. All stakeholders available over a three-week period (late January to mid-February 2005) were interviewed, giving a total of 21 national and 15 provincial interviews. Additional interviews were conducted



in March 2005 to obtain further information and clarification. A list of the interviewees is provided in the table below (a more detailed list is provided in Appendix A).

<b>GOVERNMENT RESPONDENTS</b>	
<b>NATIONAL</b>	
Department of Education	National Treasury
Department of Health	SAPS
Department of Home Affairs	SAPS CPU
Department of Justice	Department of Social Development
Department of Labour	Office of the Rights of the Child
National Prosecuting Authority	Human Rights Commission (Ch 9 Institution)
<b>GAUTENG</b>	
Department of Correctional Services	Department of Safety and Liaison
Gauteng Dept of Education	Department of Social Development
Department of Labour	SAPS
<b>CIVIL SOCIETY RESPONDENTS</b>	
<b>NATIONAL</b>	
Child Abuse Action Group	NGO: Child Abuse – lobbying; policy development
Child Welfare SA	NGO: Umbrella body for Child Welfare organisations – co-ordination, advocacy, capacity building, policy work
Child Welfare, Cape Town	NGO: Services to abused, abandoned and neglected children, including statutory services
Child Welfare, Manenburg	NGO: Services to abused, abandoned and neglected children, including statutory services
Childline SA	NGO: Childline National office – 24 hr tollfree helpline, therapeutic and support services, prevention
National Children’s Rights Committee	NGO: Network of organisations working on children’s rights
National Health & Welfare Council for the Gospel Church of God	FBO: Networking, counselling, support
Nelson Mandela Children’s Fund	Funder: Funds programmes and research that promote the well-being of children and youth
Network Against Child Labour	Network: Working to eliminate child labour in South Africa
Safeline (Athlone)	NGO: Counselling and advice service for abused children
Salvation Army	NGO: Shelter, counselling, feeding schemes, education
SASPCAN	NGO: Networking; information; training support; co-ordination of services to abused children and families.
Suitcase Project	NGO: Art therapy, psychosocial support, refugee children
SWEAT	NGO: Outreach, training, support
<b>Gauteng</b>	
Catholic Diocese of Johannesburg	FBO: Administration, support, capacity-building
Child Welfare, Germiston	NGO: Services to abused and neglected children, including statutory services.
Johannesburg Institute of Social Services	NGO: Foster care, counselling and support
Kid’s Haven	NGO: Shelter and rehabilitation of children living on the streets, aged 6 – 18 years (150 – 180 boys & girls)

Gauteng	
Lerato House	NGO: Shelter for (15 – 20) girls at risk of or involved in CSEC
National Health and Welfare Council	FBO: Networking, counselling, support
Norman House	NGO: Place of safety for young girls
Rahab's Centre	NGO: Drop-in centre for vulnerable and underprivileged children, sexually exploited women and girls
Street Wise (Pretoria)	NGO: Shelter for (approx 15) boys living on the street; outreach and reintegration.
The House	NGO: Support; rehabilitation for girls in Berea

**Table 1: Respondents in the national and Gauteng situation analyses**

A structured interview format was used in this situation analysis. A structured tool for capturing information on documentation or records capturing statistics on CSEC and child trafficking was also used.

### *1.2.1.2 KwaZulu-Natal and Western Cape*

The data collection for the situation analyses in KwaZulu-Natal and the Western Cape was conducted in October and November 2005. Additional interviews were conducted in June 2006, when the consolidated report was compiled.

The national situation analysis produced a list of departments and organisations potentially working on CSEC or child trafficking in Gauteng, KwaZulu-Natal and the Western Cape. This was used as a starting point for identifying interviewees. A snowball technique was then used to identify other relevant stakeholders. Interviewees were asked to identify other stakeholders in the field that would be useful to include. A semi-structured interview guide was used in these interviews.

In KwaZulu-Natal, 16 interviews (5 government departments or services and 11 non-governmental interviews) were conducted in October/November 2005, with some follow-up interviews in June 2006. As was the case in all provinces, a limited number of interviewees were not able to provide a great deal of information about CSEC or child trafficking but were able to provide contacts for other organisations.

A similar process was followed in the Western Cape, where the situation analysis was conducted by researchers based in Cape Town who have extensive experience of working with children living on the street and children at risk of abuse.<sup>1</sup> Interviews were conducted over a three week period (late October to mid-November 2005) and three additional interviews were conducted in June 2006. A total of 19 interviews (4 government departments and 15 non-governmental organisations or agencies) were conducted.

The following table provides a list of the interviewees.

<b>GOVERNMENT RESPONDENTS</b>	
<b>KWAZULU-NATAL</b>	
Social Welfare & Population Development	SAPS (Crime Prevention)
KZN Dept of Education	SAPS (Point Station)
Department of Health	
<b>WESTERN CAPE</b>	
Department of Education	National Prosecuting Authority (NPA)
Department of Social Services & Poverty Alleviation	SAPS
<b>CIVIL SOCIETY RESPONDENTS</b>	
<b>KWAZULU-NATAL</b>	
Childline KZN (Durban)	NGO: Crisis line (24 000 calls/month); therapeutic services; court preparation; sex offender rehabilitation; prevention; advocacy.
Children in Distress (CINDI) Network	Network: Children affected by AIDS in Midlands
Children's Rights Centre (Durban)	NGO: Training, materials development, information services, advocacy. Focus on children's rights
ChildrenFIRST	Publication: issues affecting children and caregivers
eNhlanhleni Centre	NGO: residential programme for boys on the street; drop-in centre.
Khaya lethu	NGO: Residential programme for boys on the street; aftercare services; outreach; community-based prevention.
Lifeline Outreach Programme, Ukuba Nesibindi	NGO: Street-based outreach, counselling and skills development for children (girls) involved in CSEC
Sithabile Child & Youth Care Centre	NGO: Residential centre and rehabilitation for vulnerable children in Boksburg, Gauteng
Street Wise Durban (Marianhill)	NGO: Community prevention; street outreach; rehabilitation centre for 35 boys; bridging school; aftercare services
Tembe club (Port Shepstone)	NGO: residential centre for boys on the street; outreach and community-based prevention
Tennyson House	NGO: residential centre for girls (20 girls aged 10 – 18 yrs); aftercare services; street-based outreach and community-based prevention
<b>WESTERN CAPE</b>	
Annex-cdw	NGO: Awareness-raising, research, advocacy and early intervention with respect to child domestic work
ACCESS	Network: advocacy and research on children's entitlement to social security
Cape Town Child Welfare	NGO: Statutory work and interventions with abused children, street children, HIV; provide residential care; ECD; family preservation; prevention
Children's Institute	NGO: Contributes to policies, laws and interventions that realise rights of children through research, advocacy and education
Grassy Park Community Police Forum	Community forum: Monitor SAPS, give input on policing, develop protocols around CT and CSEC, school liaison, drugs, gangs
The Homestead Projects for Street Children	NGO: Shelter, drop-in centre, alternative education programme, community based prevention, job creation, and residential care initiatives
International Migration Organisation (IOM)	International Agency: Focus on cross-border migration. Aims to further understanding of migration, trafficking of persons and smuggling of illegal migrants; and provide technical assistance

	on migration management
<b>WESTERN CAPE</b>	
Molo Songololo (Kenilworth)	NGO: Advocacy and lobbying, child rights education, research (CT and CSEC)
Molo Songolo (Atlantis)	NGO: Prevention and early intervention initiative, in partnership with the Provincial Department of Social Services and Poverty Alleviation
National Association for Child and Youth Care Workers (NACCW)	National association: provides the professional training & infrastructure to promote healthy child and youth development; improve standards of care and treatment for children and youth at risk in family, community and residential group care settings.
Network Against Child Labour (NACL)	National alliance: advocacy, service delivery and research organisations dealing with child labour issues
Ons Plek	NGO: Shelter and assessment for girl street children, second stage residential care, community-based reunification and family preservation
Resources Aimed at the Prevention of Child Abuse & Neglect (RAPCAN)	NGO: Prevention of child abuse and neglect from a child rights perspective via training, resource development and advocacy; child witness preparation and support
Sex Workers Education & Advocacy Task Team (SWEAT)	NGO: Advocacy, research, early intervention, counselling and referrals for sex workers
YMCA	NGO:

**Table 2: Respondents in KwaZulu-Natal and Western Cape**

### 1.2.1.3 Limpopo and Mpumalanga

The focus in the Limpopo and Mpumalanga situation analyses was on child trafficking for purposes other than CSEC. Due to their narrower focus, the situation analyses in these provinces were less intensive than in the other provinces and consisted of a telephonic scan rather than site visits.

The national situation analysis did not identify relevant stakeholders in these provinces and so other sources were used. In Limpopo, the website of the Volunteer Child Network was used as a starting point, as was the Prodder directory.<sup>2</sup> From there a snowball technique was again used to identify other organisations. In this province difficulties were experienced in identifying relevant officials in government departments and obtaining permission for them to participate in this research. A total of 10 stakeholder interviews were conducted in Limpopo. Two additional interviews were conducted with the civil society organisations Blue Cross and Itireleng, but they were unable to provide any information on CSEC and CT and therefore have not been included.

In Mpumalanga, a list of organisations potentially working in the field was obtained from the International Organisation for Migration (no similar list was available for Limpopo). The Prodder directory and a list of members of the Network Against Child Labour in Mpumalanga were also used. A total of 9 stakeholder interviews were conducted in Mpumalanga. As in the Limpopo situation analysis, additional interviews that did not produce information on CSEC and CT have not been included.

Data collection in these two provinces took place in November and early December 2005 and additional interviews were conducted in June 2006.

<b>GOVERNMENT RESPONDENTS</b>	
<b>LIMPOPO</b>	
Department of Education	Department of Labour
<b>MPUMALANGA</b>	
Department of Education	Department of Labour
Department of Health and Social Services	SAPS, CPU (Middelburg)
<b>CIVIL SOCIETY RESPONDENTS</b>	
<b>LIMPOPO</b>	
Corridors of Hope	NGO: Assist children who cross the border (Limpopo/ Zimbabwe) unaccompanied
Faranani Family Preservation Project	NGO: Providing services to street children, income-generating projects, awareness raising
Food and Allied Workers' Union	NGO: Organising agricultural workers and workers in food industry, awareness-raising
Operation Hunger	NGO: Health and hygiene and nutrition; TB/DOTS monitoring, HIV/AIDS awareness, income-generating projects
Paramount Child & Youth Care Society	NGO: Domestic violence, child neglect
Pietersburg Child and Family Care Society	NGO: Sexual abuse within families, domestic violence, child neglect
Tivoneleni Vavasati AIDS Awareness Project	NGO: Home based care for AIDS victims and AIDS orphans, providing assistance with social grants and food programmes
Thohoyandou Victim Empowerment Trust	NGO: Rape, domestic violence; conduct community awareness campaigns
<b>MPUMALANGA</b>	
International Organisation for Migration	International Agency: Focus on cross-border migration. Aims to further understanding of migration, trafficking of persons and smuggling of illegal migrants; and provide technical assistance on migration management
Witbank Victim Support Centre	NGO: Provides support to victims of domestic violence
Child Welfare SA (Mpumalanga)	NGO: Statutory work; child and family welfare, social work, child protection, HIV/AIDS awareness-raising, networking
Amazing Grace Children's Centre	NGO: Provides shelter, clothing and food for street children and child victims of abuse, trafficking and exploitation
Childline (Mpumalanga)	NGO: Tollfree crisis line (approx 4000 calls/month), therapeutic services, prevention and advocacy. Focus on child abuse

**Table 3: Respondents in Limpopo and Mpumalanga**

## 1.2.2 Challenges and Limitations

- The data collection for this study took place under time constraints and there are likely to be relevant stakeholders that were not identified in this process. Others were not included because they were unavailable during the time set aside for data collection. Attempts have been made to address gaps through additional interviews in 2006, but it was necessary to strike a balance between providing a comprehensive review of stakeholders in the field

and providing sufficient information to inform (and not delay) the TECL programme's implementation of pilot projects.

- Some difficulties were experienced in identifying the appropriate individuals to interview within institutions. For national government departments in particular, phone calls were redirected many times in order to find an official who had some knowledge of child labour in general and then, more specifically, of CSEC and/or child trafficking. Attempts were made to interview the same government departments across the provinces, but this was not always possible.
- In Mpumalanga and Limpopo the focus of the situation analysis was primarily on child trafficking. With the exception of one or two organisations in each province, it proved difficult to find stakeholders who were familiar with the issue and were willing to be interviewed. This has had an impact on the conclusions that this report can make regarding child trafficking or CSEC in these provinces.

### 1.3 DEFINITION OF TERMS

For the purposes of this report, the following internationally accepted definitions are used:

- **Children** are defined as all people under 18 years of age, in line with the Convention on the Rights of the Child (CRC) and the South African Constitution.
- **Child Labour** is defined in Article 32 of the CRC as: '*... economic exploitation [and] any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development*'.
- The **Worst Forms of Child Labour** (WFCL) are defined in the ILO Convention 182 of 1999, as referring to (italics added):
  - (a) all forms of slavery or practices similar to slavery, such as the sale and *trafficking of children*, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
  - (b) the use, procurement or offering of a *child for prostitution*, for the *production of pornography* or for *pornographic performances*;
  - (c) the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
  - (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.
- **Commercial Sexual Exploitation of Children** (CSEC) was defined in the declaration adopted at the first World Congress against Commercial Sexual Exploitation in 1996 as '*sexual abuse by the adult and remuneration in cash or kind to the child or a third person or persons. The child is treated as a sexual object and as a commercial object.*'

**CSEC**, for the purposes of this study, includes:

- Prostitution of children; child pornography; and other forms of transactional sex where a child engages in sex to have key needs fulfilled, such as food, shelter or access to education.
  - Forms of transactional sex where the sexual abuse of children is not stopped or reported by household members, due to benefits derived by the household from the perpetrator.
  - CSEC also potentially includes arranged marriages involving children under the age of 18 years, where the child has not freely consented to marriage and where the child is sexually abused.
- **Child trafficking**, for the purposes of this project, means:
    - Recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of CSEC or labour exploitation, such as work in agricultural or domestic services.
    - Except in the case of trafficking for CSEC, such child labour is considered child trafficking only if it takes the form of forced labour or services, slavery or practices similar to slavery or servitude. Thus there must be an element of force or compulsion. The *Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery* defines 'servitude' as including debt bondage (the pledging of personal services as security for a debt), serfdom and the delivery of a woman or a child against their will to another with a view to the exploitation of their labour for money or payment in kind.
    - Persons under 18 years who agree to relocate for work or who take the initiative to respond to offers through advertisements or agencies, are, even where there is no use of illicit means such as force, fraud, or deception or abuse of power, to be considered victims of trafficking if they have been transported into exploitation (as defined above).

At the outset, it is important to note distinctions between a range of different terms which are often used loosely and interchangeably.

- CSEC is a form of child sexual abuse but has distinct features that differentiate it. Child abuse does not always involve the commercial exploitation which is a key aspect of CSEC. Child rape, for example, will not usually constitute CSEC.
- CSEC is considered a worst form of child labour in terms of international conventions. In policy and programmatic terms, however, CSEC is often treated as a form of child abuse or a crime. This is reflected in legislation, policies and programmes described in this report and will need to be taken into account when designing pilot interventions.
- Child trafficking and CSEC are sometimes conflated because they frequently occur together and share similar causal factors. It is, however, important to distinguish between the two. Children may be trafficked for the purposes of CSEC, but trafficking also occurs for other purposes, such as domestic or agricultural work. Further, even if some of the children trafficked for domestic and agricultural work are subsequently sexually abused at work, this does not necessarily constitute CSEC. On the other hand, by no means have all children involved in CSEC been trafficked.

A final point to note is that it is necessary to distinguish between child abuse, CSEC, CUBAC and child trafficking because the assistance required by children in these situations may differ; in practice, however, these activities are often intrinsically linked.

## **1.4 STRUCTURE OF REPORT**

**Chapter 2** presents stakeholders' perceptions of the prevalence, causes and dynamics of CSEC and child trafficking nationally and in the provinces studied.

**Chapter 3** considers the key government stakeholders. Relevant national departments (and their structures) are identified, and national and provincial initiatives are discussed.

**Chapter 4** presents the strategies used by civil society organisations to address CSEC and child trafficking.

**Chapter 5** outlines the challenges experienced by stakeholders in addressing CSEC and child trafficking, and identifies gaps that TECL may wish to consider addressing.

**Chapter 6** identifies potential partners and pilot projects for TECL to consider.

**Chapter 7** provides concluding observations.



## 2. PERCEPTIONS OF CSEC & CT

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This section brings together information gathered in the interviews with stakeholders at a national level and in Gauteng, KwaZulu-Natal, Western Cape, Limpopo and Mpumalanga. Stakeholders generally did not have access to ‘hard data’ and thus the next section is based on stakeholders’ perceptions and their personal experience of working with or for children.

### 2.1 UNDERSTANDING OF CSEC AND CT

Most stakeholders could distinguish, in general terms, between CSEC and child trafficking as defined for the purposes of this report, although some definitions were vague. Predictably, respondents working directly with these issues had a more nuanced understanding of the terms than respondents from organisations or government departments that deal with vulnerable children more broadly. Respondents less familiar with these issues tended to provide stricter interpretations of the terms.

#### 2.1.1 Commercial sexual exploitation of children

CSEC was defined generally defined as sexual exploitation of children for money, but in practice was most commonly understood as **prostitution and pornography**. The broader definitions used by TECL were shared with respondents, but a narrower understanding of CSEC is likely to impact on the respondents perceptions of the prevalence of CSEC in the areas in which they work.

In the national and Gauteng situation analysis, some stakeholders focused on the forced nature of the activity while others noted that it benefited the perpetrator in some way. Three stakeholders linked CSEC to the selling of children while the Johannesburg Child Protection Society referred to the use of children on the internet. The clandestine nature of the practice was also highlighted. Many of the stakeholders in KwaZulu-Natal worked with vulnerable children more broadly (e.g. children living on the street) and tended to focus primarily on CSEC as child prostitution, although in some cases (e.g. Childline) child pornography was also discussed. **WESTERN CAPE** A similar trend was found with a number of respondents in Limpopo and Mpumalanga, although in Limpopo some defined CSEC more broadly as the sexual exploitation of children for money.

**Transactional sex** was rarely raised as a form of CSEC, although when asked about it directly stakeholders tended to suggest that various forms of transactional sex are common.

In discussing the girls they encounter on the street in Pietermaritzburg and surrounding townships, Khayaletu argued that “*the girls are not prostitutes as such, but they need money and food*”. NACL suggested that there are different ‘degrees’ of CSEC – in addition to engaging in transactional sex to meet basic needs, for example, NACL also spoke of ‘social CSEC’, weekend work and an increase in CSEC at times when more ready cash is desirable (e.g. for matric dances and at Christmas time). Cape Town Child Welfare felt that comparatively few children engage in survival sex; in their view, organised crime and ‘social CSEC’ (for the acquisition of luxury items) are more prevalent.

Several respondents emphasised that the active agent in CSEC is the adult rather than child. While there was general agreement with this, Ons Plek, a shelter for girls living on the street in Cape Town, found that some CSEC survivors see themselves not as victims but as having made a conscious decision to assist themselves and their families financially.

## 2.1.2 Child Trafficking

Most stakeholders focused on the fact that child trafficking involves the action of taking the child out of his or her home territory. Examples were given of trafficking children for:

- sexual exploitation;
- labour purposes, particularly in domestic labour and agriculture (these examples included instances where parents send their children to live with and work for relatives);
- other purposes such as the trade in organs, ‘muti’-making, drug running (in connection with gangs), adoption and begging.

The sale of children (usually in the context of extreme poverty) was also mentioned. The National Children’s Rights Committee noted that trafficked children are often deceived as to the nature of the jobs that they would be doing.

Respondents that did not deal with child trafficking on a regular basis tended to define child trafficking as a cross-border phenomenon for sexual or labour purposes and as something they do not often encounter. Child trafficking was also often linked to **syndicates** or **organised crime**. Understanding child trafficking in this way may lead respondents to underestimate the prevalence of trafficking amongst the children with whom they work.

In Gauteng respondents tended to talk about trafficking for the purposes of CSEC rather than other forms of child labour. In Limpopo and Mpumalanga, the focus tended to be on trafficking for the purposes of farm work or domestic work, although CSEC was also mentioned.

## 2.2 PREVALENCE

One of the biggest challenges mentioned by stakeholders is the lack of hard data regarding the extent of CSEC and child trafficking in South Africa. Stakeholders made comments such as “we have only seen the tip of the iceberg” and “it is rife”, but the true extent of either CSEC or child trafficking is impossible to gauge at this stage. Reasons include the illegal and therefore clandestine nature of these activities; the difficulty of conducting quantitative research in this area; the stigma associated with those involved, including victims; and the lack of recording of cases of CSEC or child trafficking on a national scale.

This study does not attempt to definitively answer the question of prevalence of CSEC and child trafficking in South Africa, as this would require large-scale quantitative research. Instead, the following sub-section discusses stakeholders’ perceptions of prevalence in the provinces, based on cases they have encountered or anecdotal evidence. This is followed by a listing of the number of cases encountered by organisations working directly with CSEC and CT. Although this in no way estimates the extent of these activities, it provides a useful basis for informing potential TECL pilot projects. The third sub-section identifies other possible sources of data that could provide a clearer picture of prevalence at the national level.

### 2.2.1.1 *Perceptions of Prevalence by Province*

**Gauteng** is the economic hub of South African and attracts people from around and outside the country. In Gauteng, several organisations that deal specifically with CSEC were identified. It was noted that CSEC is rife in inner city areas such as Hillbrow and Berea in Johannesburg, and inner city Pretoria, although there were also reports of CSEC being encountered more frequently in townships and rural areas due to poverty.

A respondent from Lerato House, a shelter established to address the sexual exploitation of girls and women in downtown Pretoria in 1995, noted that there has been an apparent decrease in the number of girls involved in CSEC in the downtown area, but that CSEC is now encountered more frequently in the surrounding townships and taxi ranks. An organisation in Winterveld, a poor, semi-rural area outside of Pretoria, noted that girls in Winterveld are engaging in CSEC (often along taxi routes) because of the lack of opportunities in the area.

A limited number of organisations were able to provide information on child trafficking. Respondents argued that child trafficking is also a problem and organisations working in the inner cities had encountered cases of trafficking (usually for the purposes of CSEC), but were unable to give precise figures as they do not record cases of child trafficking. The fact that the province has limited agricultural activity means that trafficking of children for farm labour is not a major phenomenon.

In **KwaZulu-Natal**, stakeholders reported that CSEC is a problem in Durban because it is a tourist destination (and therefore there is increased demand). A representative from SAPS (social crime prevention) suggested that CSEC is likely to be an issue in most cities or towns as a result of poverty.

Stakeholders in towns outside of the main metropolitan areas reported that they do not often encounter cases of child trafficking or 'formal' CSEC in their work. However, a representative of a shelter for children living on the street in Dundee encountering a number of cases of transactional sex, in which children receive material goods in return for sex.

Responses about the prevalence of child trafficking varied. Childline KZN indicated that they have not frequently encountered cases of trafficking; the Lifeline outreach programme argued that domestic trafficking of children from the Eastern Cape and rural KwaZulu-Natal to work in Durban is common. Stakeholders suspected that child trafficking occurs in the city through the harbour, but there was little evidence of this.

In the **Western Cape**, CSEC and child trafficking was viewed as most common in the metropolitan areas. Artists and activists networking against the exploitation of child domestic workers (ANEX-cdw) has encountered cases of children being trafficked from outlying areas to work as domestic workers in the city. CSEC was seen as a significant problem, with gangs playing a major role-player in CSEC and child trafficking. It is difficult to investigate or address CSEC and child trafficking in this context because the presence of gangs make some areas too dangerous to enter.

The focus of this study in **Mpumalanga** was on child trafficking for labour purposes, and perceptions regarding prevalence varied. The Amazing Grace Children's Centre works with children who have been trafficked on a regular basis, but other stakeholders in the province

such as Childline and Child Welfare had little direct experience of such cases in their work. However this is based on interviews with a limited number of stakeholders and a lack of awareness of child trafficking may mean that victims of these activities are simply not identified as such.

The Amazing Grace Children's Centre works with an average of three new children per month who have been trafficked. Respondents at the centre felt that this was only a small portion of the children who are being trafficked in Mpumalanga, and that the centre could do more to identify children who have been trafficked. Most of the trafficked children they encounter come from Mozambique and are working on farms or as domestic workers.

The Middelburg CPU reported dealing with several cases of child prostitution. The Department of Labour noted that reported cases of child labour have been rare in the previous two years, but this may be a function of reporting rather than a reflection of prevalence.

In **Limpopo** there was also a lack of clarity about the prevalence of child trafficking. Two stakeholders had encountered child trafficking, primarily across the border with Zimbabwe. Corridors of Hope in Musina, near a major border crossing with Zimbabwe has worked with children that have been trafficked, while a project on child abuse run by Child Welfare in Giyani suggests that children may be brought into the country illegally through the Kruger National Park and kept in very poor conditions.

A study for Save the Children Sweden of the needs of children in Musina, a town near the border with Zimbabwe looked specifically at the issue of trafficking of children across the border.<sup>3</sup> It found that most children left Zimbabwe with the knowledge of their families, with the aim of sending money home. The study asked children if anyone had promised them an incentive to come to South Africa or if they had been offered transport of any sort. There was no sign of formal trafficking in the stories about their journey to South Africa. However, the study did identify what it termed "informal trafficking" – truckers encouraging girls to accompany them to the border and helping them to cross the border in return for "a particular fee, which includes the fare, as well as a fee for getting across the border". The study found that it is common for girls to be asked to pay with sex if they want to cross the border. Once in Musina, many of the girls interviewed used sex as a survival strategy to avoid arrest and to get food. The study also suggested that the labour legislation outlawing employment of under 15 year olds was being adhered to on farms in the region.

## 2.2.2 Cases of CSEC and CT Encountered by Stakeholders

Most organisations kept some form of record of cases of child abuse more broadly, but were largely unable to distinguish between these and CSEC or child trafficking. The organisations listed below are those that have a special focus on CSEC and child trafficking and encounter cases on a regular basis. The figures provided below are an indication of the number of children involved in CSEC and CT with whom the organisations have had direct contact. Almost all felt that the problems of both CSEC and child trafficking are bigger than the figures below suggest. These figures underestimate the prevalence of CSEC and CT because:

- Many vulnerable children or children living on the street may not reveal that they have been trafficked or sexually exploited;

- These are only the children that have been in contact with the organisations; there are likely to be others in the areas in which the organisations operate;
- The list below is not a comprehensive list of organisations dealing with these issues.

Despite these limitations, the figures below provide a useful starting point for TECL when considering partnering with organisations already addressing CSEC and child trafficking.

- The New Life Centre, a drop-in centre in Berea, **Johannesburg**, for young women involved in commercial sexual exploitation provided direct assistance to 36 girls over a three month period in 2005 (April – June). Of these, approximately ten were trafficked from other parts of South Africa and three from Mozambique and Zimbabwe.
- Berea Home of Hope in Johannesburg, which assists young girls and women living on the street, worked with approximately 35 children who were involved in CSEC over a 12 month period (July 2004 – 2005). In the same period, Home of Hope encountered nine children who had been trafficked from around South Africa and Southern Africa and were also involved in CSEC.
- Lerato House, a shelter in **Pretoria** that was established for girls involved in CSEC, accommodates 20 children at a time and indicated that approximately 70 girls in need of accommodation pass through the shelter in a year.
- From 1<sup>st</sup> April to mid-June 2006, the Lifeline Outreach programme in **Durban** (Warwick Triangle) worked with 28 girls involved in CSEC. Using a broad definition of child trafficking (including instances of relatives bringing in children from the country to work) they have dealt with six cases of child trafficking over the same period.
- Molo Songolo estimated that there are probably around 500 children being prostituted in the **Western Cape**. This estimate is based on the research conducted in 2000 and their perception is that this number has increased substantially.
- Ons Plek sees children who have run away from home for a range of reasons or been trafficked to **Cape Town**. They estimate that about three of their intake of approximately 14 new children per year are CSEC and child trafficking victims. This is almost certainly an under-estimate as children living on the street do not readily disclose this sort of information.
- ANEX-cdw have worked with 25 children who had been trafficked to **Cape Town** for purposes of domestic work in the last year (2005).
- The Amazing Grace Children's Centre in **Mpumalanga** reported encountering an average of three children per month who have been trafficked. Most are assisted on a once-off basis in consultation with the police. Since 2003, the centre has dealt with 25 children who have trafficked on a continuous basis, which entails providing shelter and long-term assistance with the repatriation process. The respondent said that the children they assist are mostly trafficked for agricultural or mine work in the province.

- The Corridors of Hope project in Musina, **Limpopo**, reported encountering 21 cases of child trafficking in 2006 (Jan – June), and 11 cases of child prostitution over the same period.

### 2.2.3 Data and databases

There is no official national tracking system in place in respect of children who are rescued from exploitative and abusive situations. Existing sources of data that could potentially provide insight into the prevalence of CSEC and child trafficking on a national basis are discussed below.

- The **Department of Social Development** (DSD) maintains a child protection register and database that records cases of abuse as well as child abusers' names. Respondents reported that the structures with responsibility for the database are not working as effectively as hoped and direct communication between DSD and others to aid in the follow up of individual cases is missing. In addition, the database does not distinguish cases of child trafficking or CSEC.
- **Childline SA** has recently developed a database of CSEC and child trafficking cases from the crisis line that it operates. This enables staff to make comparisons across provinces of different problem areas and to track referrals. Manual records for both their crisis line and face-to-face services are kept and the database is updated and utilised daily. This database, while useful to Childline, is not integrated with other systems such as those of SAPS, DSD, or schools and may only be accessed through special permission in order to ensure confidentiality. Interviews with respondents at provincial offices of Childline suggest that the provinces do not record cases of CSEC and child trafficking. It is also likely that children do not immediately identify themselves as being involved in CSEC or CT, further complicating the recording of statistics.

In workshops convened by Child Welfare South Africa and NACL (NACL, 2004) on the South African Law Reform Commission's trafficking discussion paper, participants were asked if they supported the establishment of a register for victims of trafficking. There was general support for such a register, but participants expressed concerns about whether this would be achieved without significant increases in capacity. They pointed to the imperfect functioning of child abuse registers as evidence of the problems that would be encountered in establishing a child trafficking register.

Other possible sources of data include:

- Court case files held by organisations working with children on the street (e.g. Kid's Haven);
- Files on children held by NGOs or networks such as NACL;
- Correspondence files on CSEC and CT (Gauteng SAPS);
- Social work case files held by the Department of Social Development;
- SAPS databases on child abuse cases and sexual offences cases; and
- NPA statistics on convictions.

## 2.3 CAUSES OF CSEC AND CT

In general CSEC and child trafficking in South Africa were seen as having similar underlying causes. The main factors identified as driving children into CSEC and child trafficking were poverty, the impact of HIV/AIDS and dysfunctional families or abusive homes. 'Pull factors' and demand were also mentioned.

- **Poverty and unemployment:** Poverty was unanimously cited as the main push factor for children becoming involved in CSEC and CT. The high rate of unemployment means that many parents and caregivers are unable to support their families economically, with the result that children take on the responsibility of supplementing the family income.

Some of the consequences associated with poverty, such as overcrowding, lack of facilities or opportunities, dysfunctional family life and widespread substance abuse were also cited as factors contributing to CSEC and child trafficking.

Street Wise in Durban argued that the number of children living on the street and at risk of CSEC and child trafficking could be reduced simply by providing facilities and adequate housing to people living in poverty in informal settlements. Similarly, Corridors of Hope in Musina, Limpopo, noted that the main cause of trafficking and CSEC in the area was the poverty experienced both in Zimbabwe and in Musina.

In the Western Cape several respondents identified a desire for otherwise unaffordable consumer goods as a 'push' factor. According to the Grassy Park Community Forum, CSEC in the area is not so much related to economic issues as to consumerism, often caused by a lack of education and skills to ensure formal employment.

- **Impact of HIV/AIDS:** Across the provinces, stakeholders noted that children's vulnerability is greatly increased when their caregivers become ill or die as a result of HIV/AIDS. Children who lose their caregivers often lose their economic support as well, and this makes them particularly susceptible to exploitation.

In the national and Gauteng situation analysis it was noted that children are vulnerable to neighbours and relatives who sometimes, upon the death of the children's guardians, break up what remains of the family and take individual children into their own homes to benefit from the state grant due to the child, while at the same time using the child to perform domestic work and keeping the child from school.

- **Abuse and dysfunctional families:** Another push factor that was frequently mentioned was that children suffer abuse in the home and run away. This includes sexual abuse as well as physical abuse in the form of beating a child for wrongdoing. High levels of intra-family or domestic violence and a breakdown in the fabric of families and communities were also seen as significant by some respondents.
- **Pull factors:** In addition to factors that push children into CSEC and make them vulnerable to trafficking, there are also factors that 'pull' them in. Peer pressure was seen by the NACL as "an overwhelming factor", as was the need to support a drug addiction. Others included the misconception that employment (and therefore money) will be more



readily available in urban areas, that CSEC is a quick way to make easy money and 'simple curiosity'.

- **Other factors:** Gang violence (particularly in the Western Cape) and gender violence were also identified as causal factors, as was the absence of legislation which allows for effective prosecution of perpetrators of CSEC and child trafficking. Sithabile argued that strategies aimed at addressing CSEC and CT should also address the demand for these activities.

## 2.4 GEOGRAPHIC LOCATIONS

To inform the selection of sites for the TECL pilot projects, respondents were asked about locations or 'hot spots' in which CSEC or child trafficking are known to be prevalent. In the national and Gauteng situation analysis, the provinces most commonly mentioned (in order of frequency) were Gauteng, Western Cape, KwaZulu-Natal, Limpopo, Mpumalanga and the Eastern Cape. Stakeholders usually pointed to the large cities in these provinces as destinations for CSEC and child trafficking. A representative from SAPS (Crime Prevention) noted that the influx of people from rural to urban areas in search of employment means that CSEC and in-country child trafficking are likely to be a problem in most urban centres.

### 2.4.1 Gauteng

Johannesburg and Pretoria tended to be viewed as destinations, while children come from areas experiencing poverty such as Diepsloot, an informal settlement outside of Johannesburg. The list below presents the 'hots spots' most commonly mentioned by stakeholders in this brief situation analysis, but is not comprehensive:

- Hillbrow (Quart Street for CSEC) and Central Johannesburg (Bosman Station). These are inner city areas which are an entry point into Johannesburg/ the country and are perceived to be havens for criminal elements and syndicates. Other factors such the prevalence of drug trafficking; night clubs or taverns and escort agencies, and the presence of numerous foreigners and illegal immigrants are seen as contributing to CSEC and child trafficking in these areas.
- Central Pretoria and Sunnyside (a suburb in Pretoria) were identified for similar reasons.
- Rosettenville in Johannesburg was identified as an area in which criminal syndicates (mainly Nigerian) have houses where they keep young girls. Cresta in Johannesburg was suggested because of the presence of nightclubs.
- Boksburg and Benoni on the West Rand were also identified by organisations in the area as both source (because of poverty) and destination sites. Diepsloot, an informal settlement south of Johannesburg was identified as a source because of the extreme poverty in the area.



## 2.4.2 KwaZulu-Natal

CSEC was viewed as occurring primarily in the larger cities, but also in areas experiencing widespread poverty or substance abuse problems. Child trafficking tended to be associated with Durban because tourism and the trade associated with the port and city as a whole provides a demand for child trafficking for CSEC and other labour purposes. When viewed as an in-country phenomenon, child trafficking was seen as linked to a move from rural to urban areas.

- In Durban, the areas of the Point, Victoria Embankment and the Harbour were identified as sites of CSEC and possible child trafficking. Berea, Rossborough, the Umgeni Corridor and North Beach were suggested as sites for CSEC and Jacobs was mentioned because of the trucking in the area.
- Areas north of Durban such as Sydenham and Phoenix Unit 2 were identified because of unemployment and substance abuse in the area. Wentworth, south of Durban, was also identified as a site for CSEC that is fuelled by drug dealers.
- Stakeholders based in Pietermaritzburg noted that CSEC occurs in the city, and in some of the surrounding townships because of poverty.
- Victims of CSEC and child trafficking come from all over the province and the Eastern Cape. 'Source' sites included rural areas and poor urban areas, such as Inanda, an informal settlement outside Durban. However Tennyson House has noted a decline in children from Inanda after running community-based prevention programmes for several years. A stakeholder based in Port Shepstone noted that children living on the street in the town often come from rural areas along the south coast or from the Eastern Cape and are trying to get to Durban to search for jobs or relatives.

## 2.4.3 Western Cape

The locations mentioned in this situation analysis were all in the Western Cape metro areas, probably because of the geographic location of the respondents. The reasons given for identifying these locations related to the known incidence of CSEC rather than child trafficking. Stakeholders noted that CSEC is associated with phenomena such as 'taxi-queens', 'tik huise' or houses and 'parlours' in anything from upmarket residential areas like Constantia, to gang-owned flats in the CBD.

- A representative of the IOM in the Western Cape noted that Cape Town and Johannesburg are the major destinations for child trafficking, and that the movement is from north to south.
- In Cape Town, a tourist hub with an international harbour and airport, areas in the centre of the city and main transport routes were identified, including: the CBD (Long Street, the Parade and Golden Acre), Main Road in Greenpoint, Claremont and Kenilworth, Faure Road, Station Taxi Deck and other stations and taxi ranks. Baden Powell Drive and Voortrekker Road were also mentioned.

- Other areas included Manneburg, Delft, Athlone and Atlantis in the Cape Flats and the residential areas of Wynberg, Rondebosch East and Sybrand Park.
- ANEX-cdw noted that victims of child trafficking for domestic purposes tend to come from rural communities in the Northern and Western Cape Provinces, including Upington, Worcester, De Doorns and Kimberley
- Most stakeholders indicated that children come from the impoverished townships and Cape Flats, or from rural areas and small towns in the Western Cape and neighbouring provinces of Northern Cape and Eastern Cape.

#### 2.4.4 Mpumalanga

Child trafficking was thought to be most prevalent along the Mozambican corridor. In addition, trucks travelling between South Africa and Mozambique traverse this region on a daily basis and CSEC and child trafficking may be associated with this. Particular mention was made of Enhlanzeni and Gert Sibande as areas where child trafficking and CSEC are prevalent.

A respondent at the Amazing Grace Children's Centre traced the causes of child trafficking in Mpumalanga to the civil war in Mozambique, when large numbers of Mozambicans sought refuge across the border in Mpumalanga. Many of these families remained in the area after the war. This has led to increased movement between the two areas, and in some cases child trafficking for domestic work.

#### 2.4.5 Limpopo

Stakeholders suggested that cases of CSEC and child trafficking are likely to be prevalent in the Beit Bridge region of Limpopo (the main border post between South Africa and Zimbabwe) and in towns and farms along the border with Zimbabwe. The Burgersfort area on the border with Mpumalanga province was also highlighted. A union organiser from the Food and Allied Workers' Union suggested that child labour on farms is relatively uncommon and occurs mostly in the Lephalale region of Limpopo.

### 2.5 DYNAMICS OF CSEC AND CT

In discussing CSEC and CT stakeholders often highlighted common trends associated with CSEC and child trafficking that should be taken into account when considering interventions.

- **Difficulties identifying children:** One of the primary difficulties of addressing both CSEC and child trafficking is that children often do not initially present as victims of these activities. For example, children living on the street may be victims of CSEC or trafficking but they are assisted by programmes that focus on providing shelter and reuniting them with their families. Others noted that children can take from 6 months to a year for the child to open up and tell his or her story.
- **Association with drugs and substance abuse:** This association was raised in most provinces – in the Western Cape CSEC was associated with gangs and the use of highly

addictive drugs such as 'tik-tik'; in KwaZulu-Natal, Childline KZN gave an example of children in Wentworth being pursued by drug dealers and having to find ways to sustain the habit once they become addicted.

Respondents also linked CSEC and adult prostitution in the larger cities to criminal elements involved in drug-trafficking, and highlighted the use of drugs by pimps to control children. Respondents involved in rehabilitation indicated that assisting children to withdraw from CSEC can be extremely difficult when they have limited access to affordable substance abuse rehabilitation programmes.

A respondent from Point Police Station indicated that children who come to Durban looking for employment or have run away from home are initially offered drugs for free to draw them in, but soon are expected to earn money to pay for their addiction through petty crime and prostitution. The SAPS representative noted that it is often difficult to press charges against the pimps and adults using the children because the children tend to feel a sense of loyalty to them as their only form of protection and support.

- **Gender Differences:** In terms of CSEC, stakeholders in the national and Gauteng situation analysis indicated that girls are more vulnerable than boys as there is more of a market demand for girls and girls are generally more 'submissive'. Others argued that there has been an increase in the incidence of CSEC amongst boys, but said that this phenomenon was difficult to trace. Some respondents attempted to provide estimates of the number of boys involved in CSEC compared to girls, but it was not possible to verify these. There was agreement, however, that CSEC is not limited to females alone.

Several shelters in KwaZulu-Natal pointed out that there are differences in the lifestyles of girls and boys living on the street. While boys tend to beg for money and hang around on street corners during the day, the girls tend to find 'boyfriends' who provide them with protection and cheap accommodation. This was viewed as an indication that these girls are involved in a form of CSEC. Another factor perceived as evidence of CSEC is that girls are 'less visible' on the streets during the day but come out at night.

- **Shelters:** A number of organisations noted that once withdrawn from CSEC, children in CSEC tend to run away from shelters. One reason is a lack of trust on the part of the children. A further reason is that service providers are not able to meet the children's material needs at the level they might have been used to, and they therefore return to perpetrators who can satisfy these needs. A third reason is that these shelters are not equipped to cater for the specific needs of children who have been involved in CSEC.
- **Impact on schooling:** Almost all respondents noted that involvement in CSEC and child trafficking has a negative impact on schooling in that children often do not attend school regularly or miss school completely. Reasons cited for this included perpetrators not allowing them to attend school or the children getting insufficient sleep at night and thus being too tired to attend school. For those children who return to school, there are often adjustment problems, including difficulties with concentration, the structured environment, authority and discipline. Many of these children are deeply troubled, and in emotional pain. There is also a stigma associated with having been a victim of CSEC.

Some victims of CSEC and child trafficking will be able to cope with formal schooling and these children should be assisted to return to school. However, for those who have missed too much school or whose experiences have made them unable to cope with formal schooling, alternative education strategies need to be established to deal more effectively with the needs of these particular children. Children who have been out of school for long periods need the space to learn at their own pace and educational strategies should include the development of practical skills. These children also often need emotional support in the form of counselling; the development of life skills and building relationships of trust.

## **2.6 LEGISLATION AND POLICY**

All respondents felt that legislation regarding CSEC and child trafficking is scattered and inadequate. The laws relevant to CSEC are the existing Child Care Act and the Films and Publications Act, as well as the Children's Bill and the Sexual Offences Bill which are still before Parliament.

There is currently no legislation pertaining to child trafficking, although it was noted that the Prevention of Organised Crime Bill can be used indirectly and a Draft Trafficking in Persons Bill is being developed. The Basic Conditions of Employment Act and the Skills Development Act apply to child labour, and aspects of common law are also applicable. As a result the SAPS reported that child trafficking offenders have to be charged with offences associated with the trafficking, while the NPA indicated that charges against suspected child-traffickers are often brought on common law grounds. In the latter case this leads to little or no differentiation in court records, because common law also makes no provision for trafficking and therefore charges of abduction, kidnapping or sexual assault appear in the court records instead. The Immigration Act and Intimidation Act could sometimes also be invoked in these cases, but usually common or aggravated assault, kidnapping, abduction, rape and indecent assault are used as charges against trafficking perpetrators.

Thus, while existing laws can be used to prosecute different aspects of trafficking, the lack of a comprehensive legal framework, including specific definitions or laws on child trafficking, is seen as constraining both prosecutions of perpetrators and identification of child victims. Legislation which will provide better control of child trafficking and CSEC has been drafted, but has been slow to be passed. Specifically, the Child Justice Bill, Sexual Offences Bill, the Trafficking Bill, and the Children's Bill have not yet been finalised.

## 3. KEY GOVERNMENT ROLE PLAYERS

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The previous section draws on the perceptions and experience of stakeholders in the field to provide insight into the nature of CSEC and child trafficking in the identified provinces. The following two chapters identify key stakeholders working on CSEC and child trafficking, as well as the strategies that they employ in this regard. This section focuses on role players in government.

The TECL programme is a partnership between the South African government and the International Labour Organisation. TECL therefore intends to work closely with government departments to address these worst forms of child labour. This section identifies the key national departments (and the specific divisions or units within these departments) with respect to CSEC and child trafficking and goes on to identify some of the intervention and prevention strategies that are currently in place at a national and provincial level.

### 3.1 NATIONAL DEPARTMENTS

The following departments were most commonly identified as being the key role-players with respect to CSEC and child trafficking:

- The **Department of Justice** was seen as being responsible for prosecution and follow-up on criminal activities. This is in fact the primary responsibility of the **National Prosecuting Authority**. The Department of Justice is responsible for policy around certain statutes (such as the Sexual Offences Bill), setting up and resourcing appropriate court services and contributing to the training of judicial officers.
- The **Department of Social Development** was seen as being more involved with civil aspects of child care legislation and formulating legislation and policy. The DSD was also said to maintain a child protection register and database that records cases of abuse as well as child abusers' names.
- The **Department of Labour** was named as the lead agency for the Child Labour Programme of Action.

Other departments mentioned by stakeholders as having a role to play in prevention and mitigation of CSEC and child trafficking included:

- the **Department of Health** in relation to raising awareness, giving medical assistance, HIV/AIDS and STD management, and providing social workers and psychologists;
- the **Department of Education** in order to keep children in schools, as both a preventative and rehabilitative function;
- the **Departments of Home Affairs** in relation to dealing with child pornography and child trafficking (immigration)
- the **Department of Foreign Affairs** in terms of dealing with foreign and displaced victims in respect of child trafficking, in particular;

- the **South African Police Services** in respect of investigation of suspected cases of CSEC and child trafficking.

Of the above, the Departments of Health, Education and Social Development cover functions in which there is significant sharing and division of responsibilities between national and provincial government. The provinces are primarily responsible for implementation and have some policy-making powers, while the national department is responsible mainly for national standard-setting and legislation.

The remaining departments have functions nationally, as assigned by the Constitution. These departments usually have provincial offices, but these act as implementing agents of the national Department.

The table and diagrams that follow more detail on the specific divisions within (most of) the national departments mentioned above which relate to CSEC and/or child trafficking; an indication of the responsibilities; a contact person, and the legislation or policy which accords the responsibility.

DEPARTMENT	DIVISION	DESCRIPTION	CONTACT	GUIDING STATUTE/ POLICY
<b>Education</b>	Inclusion	Gives directives for the identification of vulnerable children and their inclusion into the educational system	Mkhuzeli Nanise	White Paper 6 on Inclusive Education
	Gender Equity	Chief Education Specialist	Dr Charles Wilson	
	National Coordination Committee on Inclusive Education	Handles all issues relating to children's needs at school	Maria Schoeman	
<b>Labour</b>	Employment Standards	Legislation & policy development; lead department on the CLPA	Anne-Marie van Zyl	Basic Conditions of Employment Act
<b>Justice</b>	Sexual Offences and Child Justice	Legislation & policy development	Corlia Kok	Draft Sexual Offences Bill; Criminal Procedures Act; Draft Children's Bill
		Court services (child friendly courts)		
	Law Commission Task Force (SALRC)	Drafting reports and legislation	Louisa Stuurman	Draft Policy on Human Trafficking
<b>Social Development</b>	Internal Social Services	Legislation & policy development	Francis Viviers	White Paper on Social Welfare; Child Care Act; Multi Disciplinary Child Protection and Treatment Protocol; National Policy Framework and Strategic Planning For Prevention of Child Abuse, Neglect and Exploitation

<b>SAPS</b>	Crime Prevention – Social crime prevention	General police services	Mbali Mncadi	s28(1)(d) and s28(2) of the Constitution
<b>NPA</b>	National Prosecuting Services (NPS)	Senior State Advocate	Nolwande Qaba	Child Justice Bill
<b>Home Affairs</b>	Film & Publications Board	Member	Madiba Thabethe	Films & Publications Act

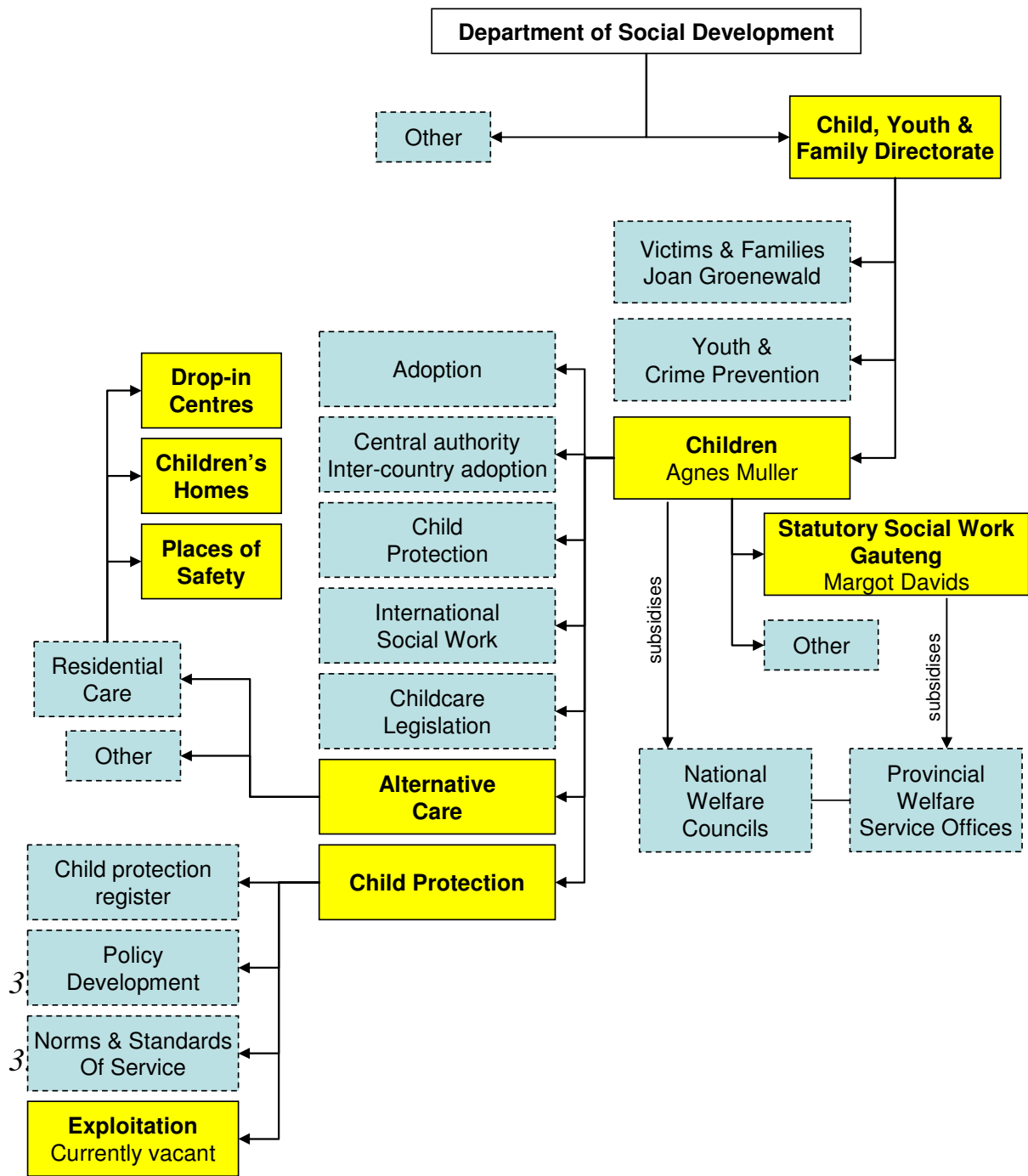
### 3.1.1 Organisational Diagrams

The organisational diagrams that follow indicate the divisions in the key national departments that could or do play a role in addressing CSEC and child trafficking. To avoid too much complexity, the diagrams show only the main inter- and intra-departmental linkages. The divisions marked in yellow with bold letters and solid frames represent divisions with direct relevance for CSEC and/or child trafficking. Those of indirect or no relevance are indicated in blue with non-bold and with dashed frames. Some of the divisions indicate the individual staff responsible.

#### 3.1.1.1 *Department of Social Development*

This department has the most direct role to play in providing care and support to victims of CSEC and child trafficking. This Department has, at national level, developed a National Policy Framework and Strategic Plan for the Prevention and Management of Child Abuse, Neglect and Exploitation, but this has not yet been formally approved.

In terms of the organisational structure, the relevant Directorate in the Department of Social Development at national level is the Directorate of Children, which subsidises management positions in National Welfare Councils. The comparable division within the provinces provides subsidies to some NGOs involved in delivery of services. The Statutory Social Work Directorate of this Department provides social work services in terms of legislation such as the Child Care Act.



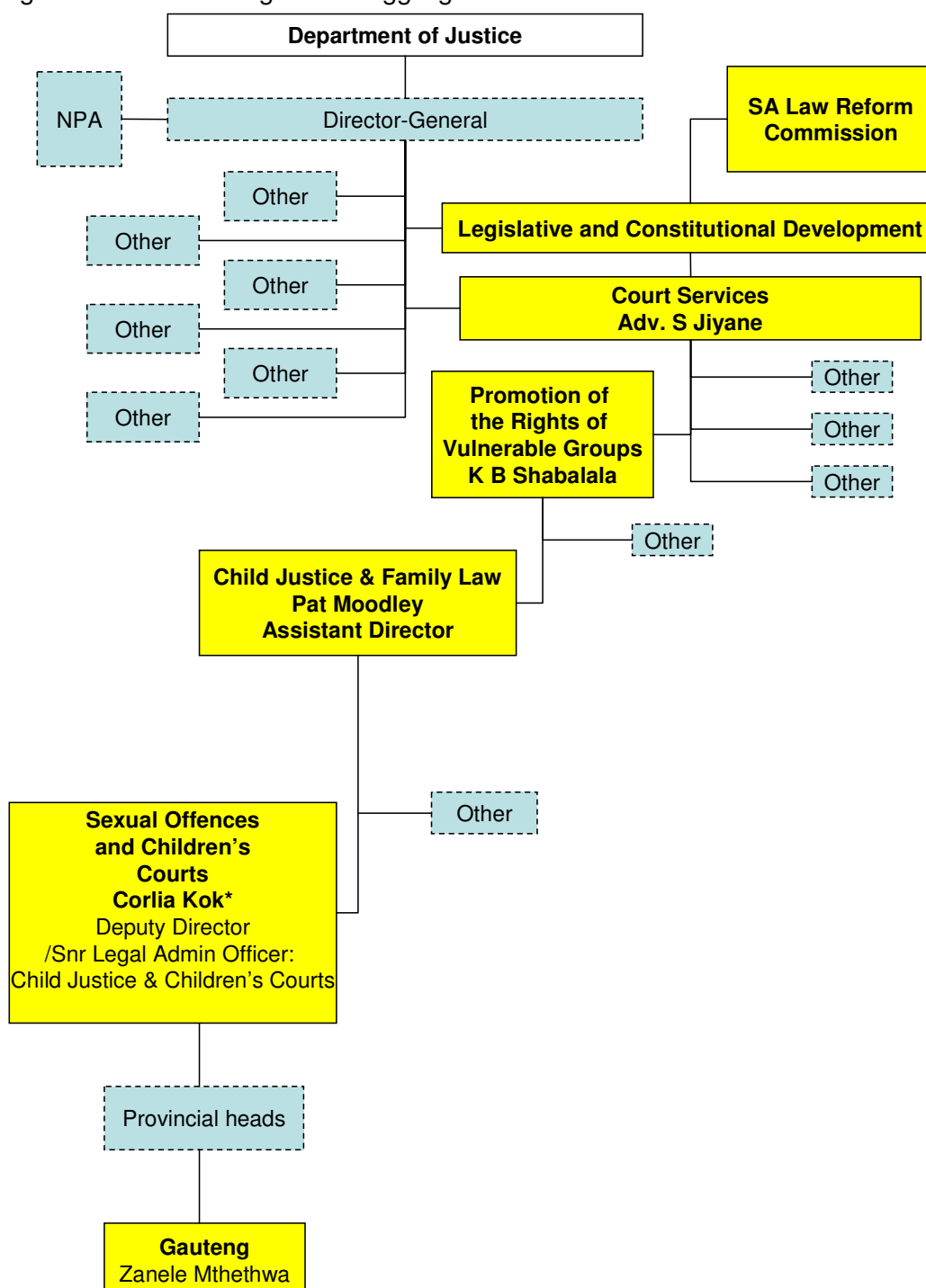
**Interview Conducted With:**

Frances Viviers – Children Division



### 3.1.1.4 Department of Justice and Constitutional Development

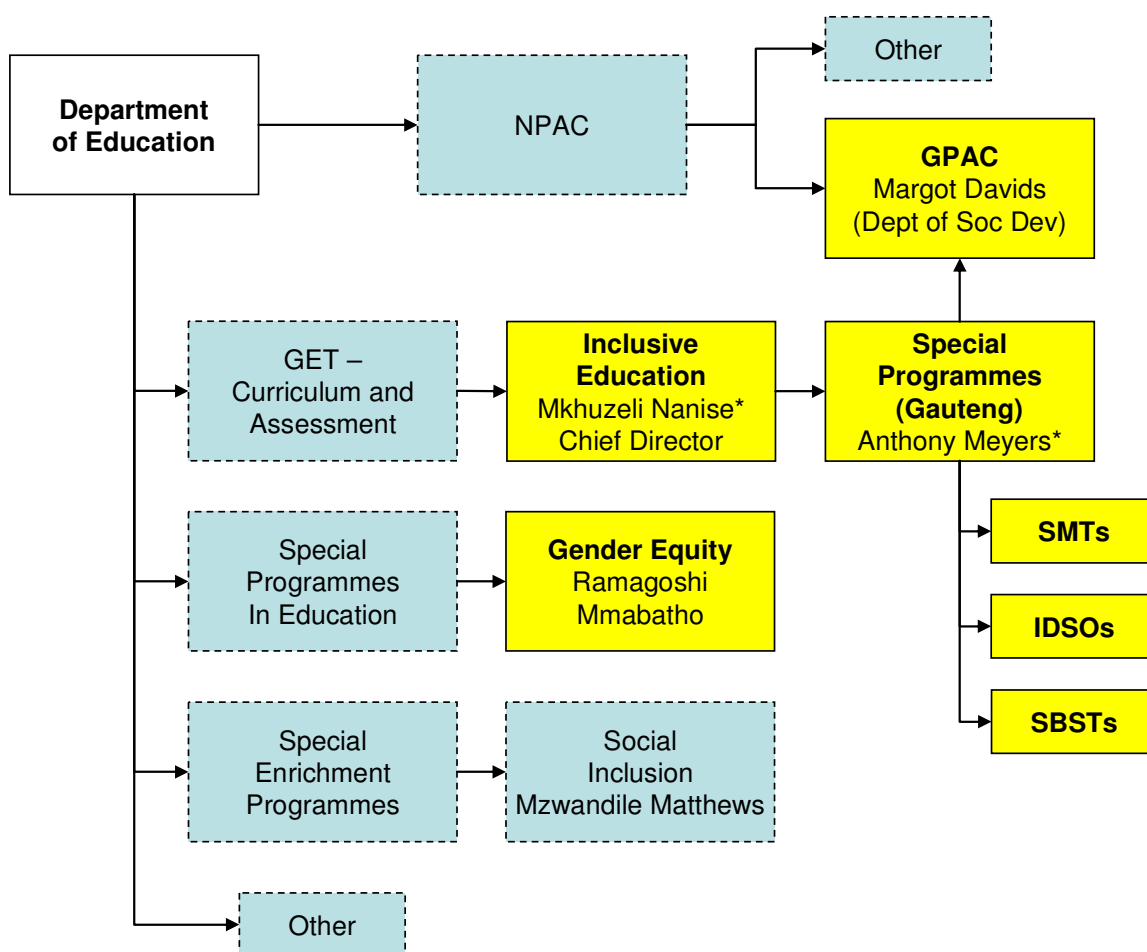
The Department of Justice and Constitutional Development is responsible for developing policy around statutes (such as the Sexual Offences Bill), setting up and resourcing appropriate court services and contributing to the training of judicial officers. In relation to children, all Magistrates' Courts are Children's Courts in terms of the Child Care Act and are meant to protect neglected, abused and exploited children and remove them from abusive situations. There are also Child Justice/Juvenile Courts which are tasked with diverting children in trouble with the law away from the mainstream criminal justice system and towards the social support service system. The Department has also set up 26 Sexual Offences Courts around the country. The Department of Justice has recently been tasked with developing specific legislation on trafficking and smuggling.



### 3.1.1.5 National Department of Education

The Department of Education’s White Paper 6 on Inclusive Education makes provision for a number of categories of out-of-school children and children who are in especially difficult circumstances. CSEC and CT victims would form part of this broader group.

The Department of Education has three directorates that relate to issues of CSEC and child trafficking. Two of these (Gender Equity and Inclusion) are active in terms of curriculum-based education and training for learners and teachers. The third directorate, Special Enrichment Programmes, and specifically the Social Inclusion sub-directorate, is responsible for implementing the White Paper 6 and has embarked on a draft design to include vulnerable children working, or at risk of entering child labour, in its current strategic objectives. The abbreviations are explained in the table at the beginning of the report.



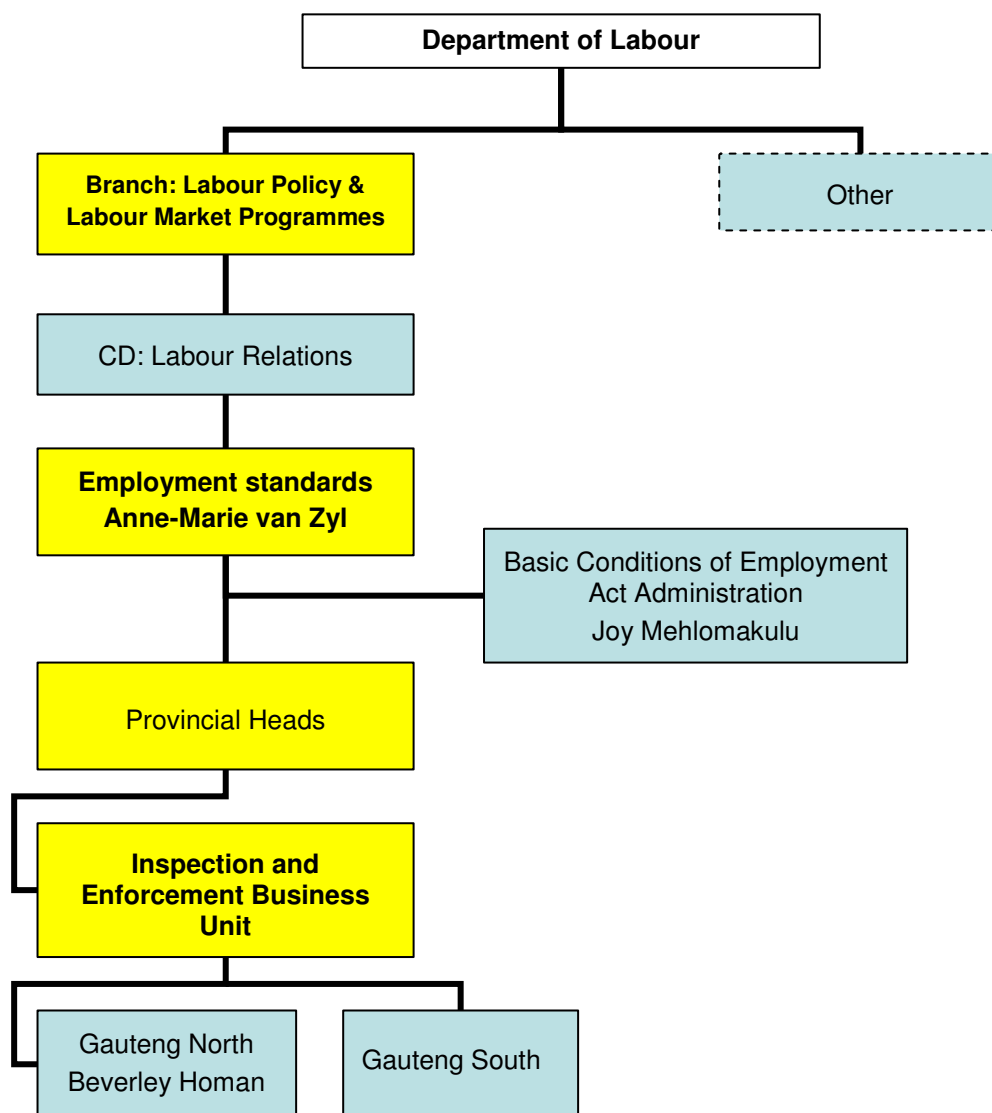
**Interview Conducted With:**

Dr. Charles Wilson – Chief Education Specialist – Gender Equity

Maria Schoeman – Chief Education Specialist – National Coordination Comm. On Inc. Education

### 3.1.1.6 Department of Labour

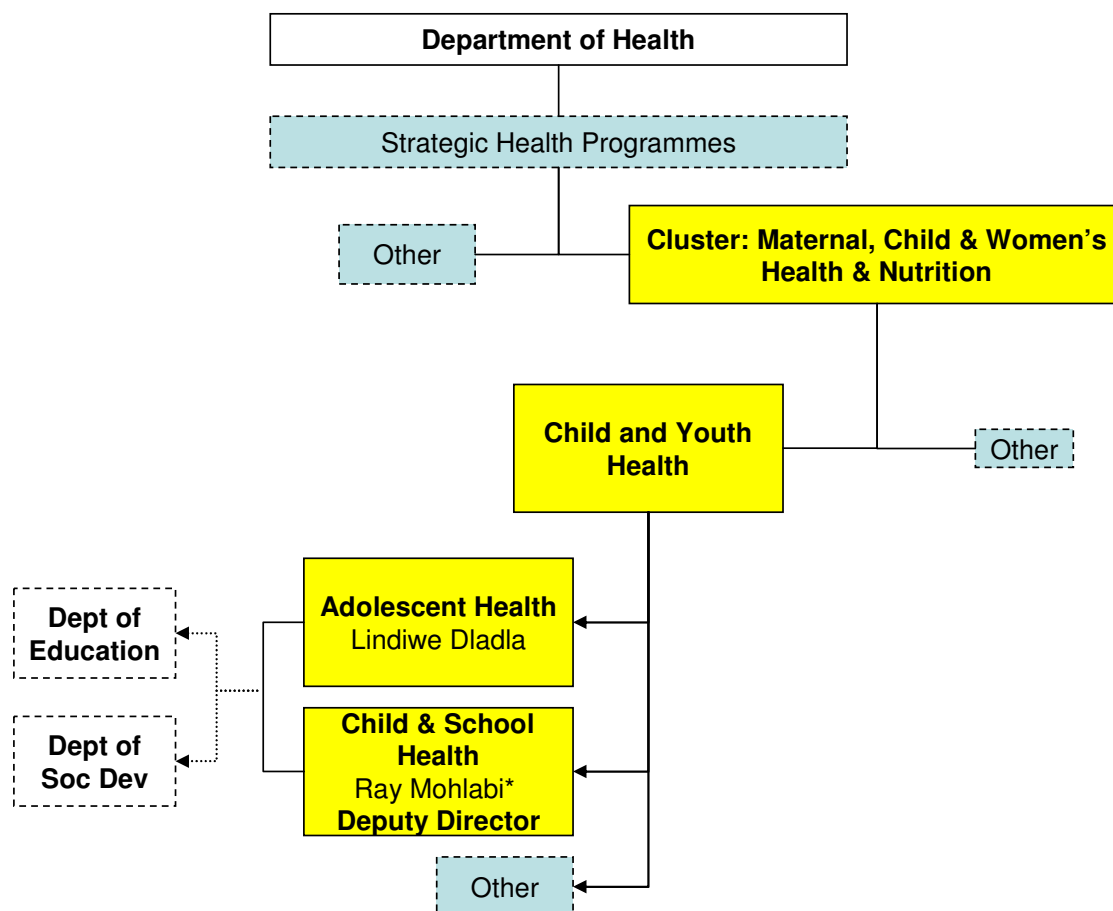
The Department of Labour deals with child labour insofar as they do workplace inspections and can initiate prosecution of employers for employing children. Prosecution takes place in terms of section 43 and 44 of the Basic Conditions of Employment Act which prohibit the employment of children under the age of 15 years and allows for the regulation of employment of children older than 15 years. The “Sectoral Determination: Children in the Performance of Advertising, Artistic and Cultural Activities in South Africa” also regulates the employment of children. This focus on child labour includes child trafficking where the children affected end up in situations of employment. The Department has no direct function in respect of CSEC.



### 3.1.1.7 Department of Health

The Department of Health does not have sub-directorates that relate directly to CSEC and child trafficking. The Department’s potential role is to work with the Departments of Education and Social Development to address the needs of vulnerable children and children involved in, or rescued from, CSEC and child trafficking. It can also play an awareness-raising function in respect of sexually-transmitted infections (with respect to CSEC) and report cases of sexual exploitation to other relevant departments.

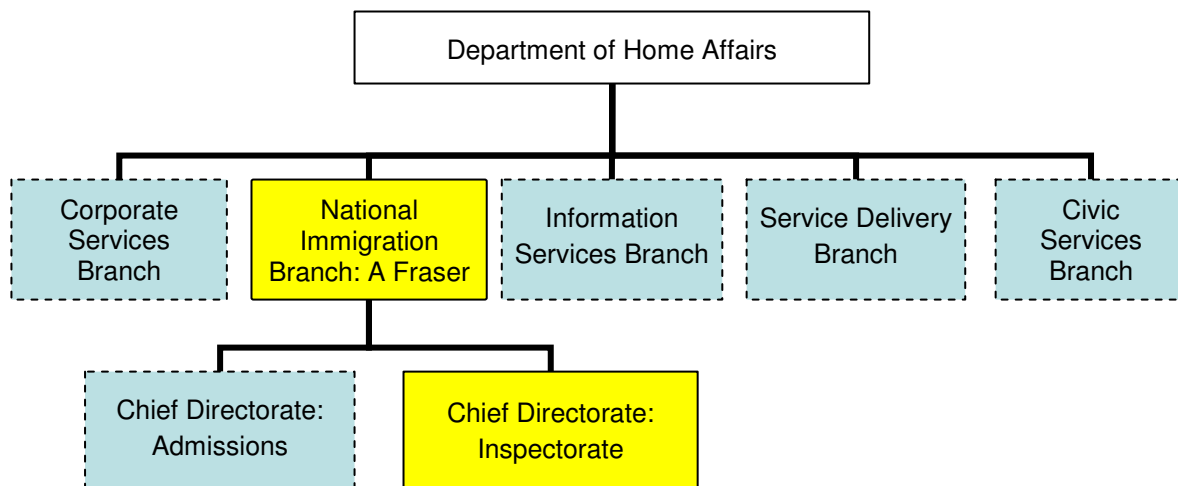
The appropriate cluster for dealing with issues of CSEC and child trafficking is the Maternal, Child and Women’s Health and Nutrition cluster, which falls under Strategic Health Programmes. Within this cluster is the Child and Youth Directorate which includes the Youth and Adolescent Health sub-directorate and the Child Health sub-directorate.



### 3.1.1.8 Department of Home Affairs

There is no unit in the Department of Home Affairs with direct line function responsibility for issues relating to child trafficking, smuggling or pornography. Broadly, responsibility for these issues falls under the Inspectorate, which is situated in the Chief Directorate: Admissions & Inspectorate in the recently established National Immigration Branch.

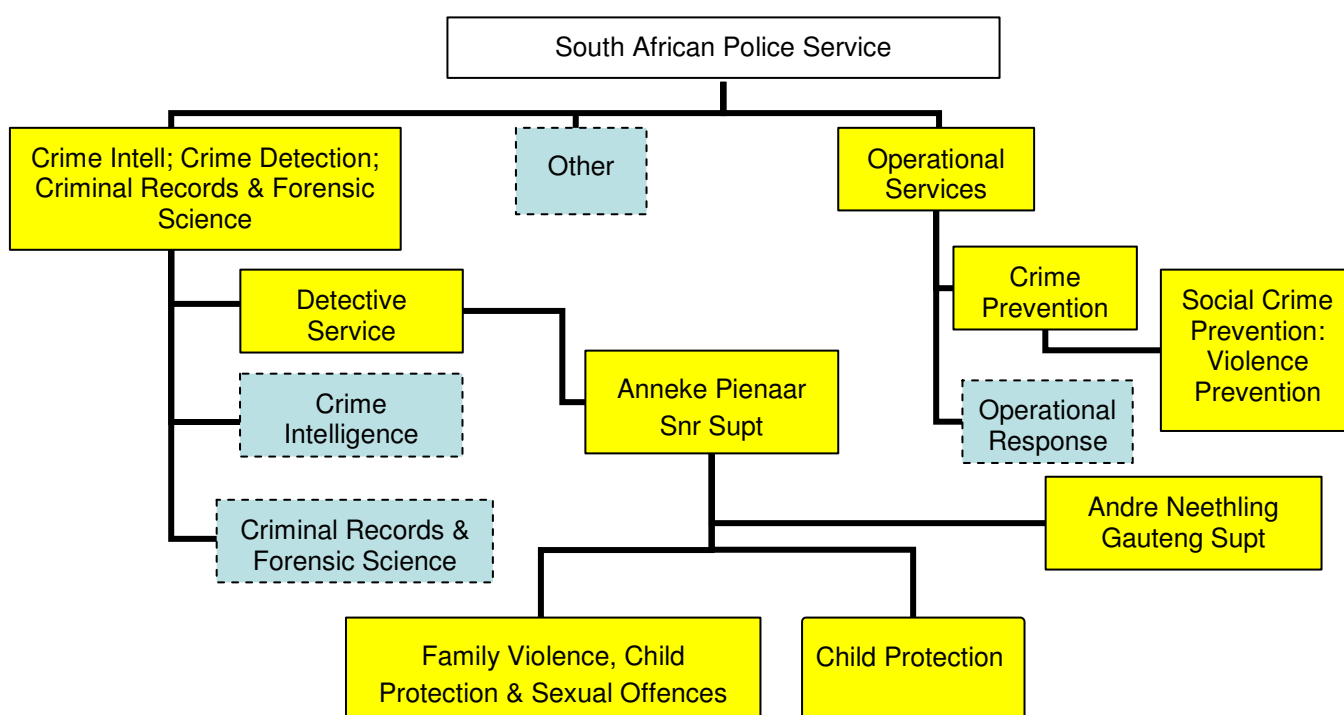
The Department of Home Affairs has a national function. The regional offices in each province act as implementing agents of the national Department. Issues relating to child pornography and trafficking are dealt with by the Head Office (at a national level) and not in the provinces.



### 3.1.1.9 South African Police Service

The general function of the SAPS is to determine whether a criminal offence has been committed, identify the person(s) responsible and collect evidence for prosecution purposes. The Child Protection Units (CPUs) within the SAPS were established to prevent and combat crimes against children (crimes committed by children are investigated by other relevant units such as the Vehicle Theft Unit). Some of the CPUs being expanded to form Family Violence, Child Protection and Sexual Offences (FCS) units. FCS is a specialised section of SAPS that investigates cases of family violence, child abuse and sexual crimes committed against children and adults. At present both CPUs and FCS units are in operation, and in smaller centres these crimes are sometimes policed by specialised individuals.

Social crime prevention, which aims to develop and implement preventative measures to reduce the occurrence of crime to acceptable levels, also plays a role in addressing the factors that contribute to CSEC and child trafficking.



### 3.1.2 Inter-sectoral and Departmental Initiatives

In addition to understanding the structure of the departments, it is necessary to identify initiatives that relate to CSEC and child trafficking (either directly or indirectly). In recent years there has been a move towards improving co-ordination and collaboration between government departments. This section presents the different fora that bring together role players involved in combating CSEC (and, less often, child trafficking). These and other departmental initiatives at a national level are discussed below.

- The **Steering Committee for the National Programme of Action for Children**, which is coordinated by the Office on the Rights of the Child in the Presidency, functions as an inter-departmental coordinating body for all government activities with an impact on children. While the National Children's Rights Committee and UNICEF are also represented on this body, the focus of its work is on coordination within government. This structure is replicated at provincial levels as the Provincial Programmes of Action.
- The **Inter-sectoral Child Protection Committees** focus more specifically on CSEC and child trafficking and exist at a national level and in all provinces. The Child Protection Committees are coordinated and chaired by the Department of Social Development or its provincial counterparts, and focus on policy development and facilitating service delivery. The committees include representatives of all relevant departments as well as NGOs.
- In early 2004 a **National Anti-Trafficking Task Team** was established to develop a national response to trafficking in persons. The Task Team is chaired by the **National Prosecuting Authority** and consists of representatives from the Departments of Justice, Labour, Home Affairs, Social Development and two SAPS units; officials from the International Organization for Migration (IOM), the UN's Office of Drugs and Crime, and Molo Songololo, a Cape Town-based children's rights advocacy group. The Task Team has initiated a consultative process to develop legislation with regards to trafficking in persons.

Other fora mentioned included the Child Labour Action Programme Intersectoral Committee (CLAP-IC) and the Child Labour Inter-sectoral Group (CLIG), which includes government and NGO stakeholders and is meant to have provincial structures. However, currently CLIG appears to be functioning only in the Western Cape.

- At national level, the **Department of Social Development** funds the **National Child Protection Week** every year in May where issues involving the abuse and exploitation of children are discussed with organisations that attend the awareness campaign.
- The Department of Social Development's **International Social Services Unit** (ISS) often obtains information on affected children and families from outside South Africa from **border or airport police**. The Unit also utilises an Interpol database that contains information on missing children from around the world as well as suspected or convicted perpetrators of child abuse crimes. However, at least one informant felt that the constraints of limited staff and resources set aside for international cases are such that the Department is not always able to assist such children.

- The **Department of Home Affairs** co-hosted a **National Conference against Child Pornography** together with the Film and Publications Board in June 2005. The conference adopted a declaration committing signatories to fight the proliferation and spread of child pornography. One of the outcomes was a commitment to implement a national awareness and public education campaign that would be driven by Home Affairs. The Department has instituted a hotline (0800 148 148) to facilitate the reporting of cases of pornography.

## 3.2 PROVINCIAL DEPARTMENTS

This section considers some of the fora and initiatives put in place by provincial government departments in Gauteng, KwaZulu-Natal, Western Cape, Limpopo and Mpumalanga that relate to CSEC and child trafficking.

### 3.2.1 Gauteng

- The **Gauteng Programme of Action for Children (GPAC)** is an extension of the National Programme of Action for Children. GPAC consists of government departments and civil society organisations and provides a platform for discussion about issues such as how to address CSEC and child trafficking in the province.
- The **Gauteng Department of Community Safety** has a project called Ikaya Ithemba (or 'Home of Hope') in Braamfontein. The project involves a one-stop centre that provides services, among others, to children withdrawn from the streets. The children receive counselling, education and assistance in prosecution services and court awareness procedures. The programme was started in 2004 in response to large numbers of children and women being evident on the streets of Gauteng.
- **SAPS** reported that a **task team** of social workers, psychologists and police officers has been set up to act as a primary support to children suspected of being involved in prostitution on the streets of central Johannesburg. The task team falls under Operation Priscilla, which was started in October 2004 and is currently active in Rosettenville, Sunnyside, Benoni and central Johannesburg.

Once the police officers have brought children to a unit in Johannesburg, they are given basic necessities and assessed by social workers. In addition to the psychological and physical assessment, the children are questioned so as to inform police investigations and preventive measures.

Through the task team, the SAPS have been able to close down certain hotels and escort agencies in Rosettenville and Hillbrow. SAPS reported that illegal activities of Nigerian sex syndicates housed in apartments and houses around Hillbrow have been stopped because of information gained from such children in police care.

### 3.2.2 KwaZulu-Natal

There were few instances of government departments focusing specifically on CSEC and child trafficking. Instead, policies and initiatives aimed at assisting vulnerable children more broadly. There were several inter-sectoral fora that deal with issues relating to children that could form a platform for work on CSEC and child trafficking.

- The **KwaZulu-Natal Provincial Programme of Action for Children** (PPA) co-ordinates the development of policies, programmes and services children in KwaZulu-Natal and consists of government departments and civil society organisations. The PPA is based in the Premier's Office.
- The **Child Protection Committee** is driven by the Department of Social Welfare and Population Development and includes representatives from SAPS, Department of Education and Childline KwaZulu-Natal, amongst others. Although they have not dealt specifically with CSEC and CT, the Committee has developed a draft document entitled "KwaZulu-Natal Integrated Action Plan for Children on the Street". The action plan notes that children have the right to be protected from exploitative labour practices. The document aims to assist children at risk as well as children living on the street 'through the provision of comprehensive services' and prevention initiatives.
- A representative from the **Durban Regional Office** of the **Department of Social Welfare and Population Development** noted that previously CSEC tended to be dealt with under the umbrella of initiatives for children living on the street, but it has been recognised that these children have specific needs and require particular attention. At the end of 2005 the Department was in the process of engaging an NGO employing social workers to develop a pilot programme that focuses specifically on CSEC. This pilot project will take the form of both research and programmatic interventions. The Department will provide funding and monitoring for this project.

In a related skills development initiative, the Durban Regional Office has partnered with the EThekweni Municipality in a pilot project in which 20 children living on the street have received training in the hospitality industry. The aim of the project is to assist these children to achieve independent living.

- The **KZN Department of Education** has engaged in a consultative process with the Department of Social Welfare and Population Development, Health, SAPS, the Office of the Premier and civil society stakeholders such as the KwaZulu-Natal Street Children's Alliance to develop an **education policy for out of school children** who are vulnerable to abuse and exploitation. A draft discussion document has been developed which outlines a framework for providing education to children living on the street and children in shelters, as well as ensuring that mainstream schools are able to attend to the learning needs of these children. The department wishes to pilot this programme in 2006.



### 3.2.3 Western Cape

→ In September 2002, the **Western Cape Department of Social Services and Poverty Alleviation** entered into a partnership with Molo Songololo to implement a pilot project for the early intervention and prevention of sexual exploitation in the community of Atlantis and surrounding areas (for more detail see section on NGO prevention strategies). The intention is for this pilot project to inform the development of a strategy and programme to combat child sexual exploitation in the province.

The Department also provides 'substantial' financial support in the form of subsidies and payment for services to a range of NGOs assisting vulnerable children. Residential care facilities receive government subsidies, although it should be noted that the shelter subsidy is lower than that for child and youth care centres (R1 100 for residential care and R800 for shelters per month, whereas secure care facilities cost the State R369 per child per day). The Department runs a number of training programmes, but they focus on child abuse more broadly.

According to ANEX-cdw, the Department has initiated a poverty alleviation programme for young domestic workers who have been trafficked from other parts of the country to work in the Cape Point area. The programme funds transportation back to the girls' home.

→ The **Department of Education** does not give financial support to NGO initiatives but has internal programmes to address sexual abuse and HIV, amongst other vulnerabilities. One of these programmes is the **Carer Support Programme**, where clusters of five schools work with five educators and five community members to deal with social issues in Western Cape communities. Unfortunately, 21 out-of-school clinics and educational support centres have been closed down in the Western Cape, and at present, the Department has 1 or 2 social workers per 200 schools.

Another programme, **GOLD (Generation of Leaders Discovered)**, focuses on peer education. Learners in grade 11 and 12 receive 150 hours of training from NGOs such as Planned Parenthood, and are equipped to teach about sex in classrooms. They also role model, counsel and refer, and are activists within the school for children's rights, and the prevention of sexual abuse and HIV/AIDS.

Other government programmes that relate to CSEC and child trafficking mentioned by stakeholders included the **Thutuzela Care Centre** (a one-stop rape care centre in Manenberg at G F Jooste Hospital, linked directly to the SAPS), the **training** done by Molo Songololo under the auspices of SAPS on sexual exploitation of children, and the **Hands Off Our Children** (HOOC) Campaign of the Department of Community Safety.

### 3.2.4 Limpopo

The focus of the situation analyses in Limpopo and Mpumalanga was on initiatives that address the trafficking of children for sexual and/or labour purposes. Few of the government stakeholders reported working directly on child trafficking, but there were fora and initiatives in

place that relate indirectly to CSEC and CT and which could potentially incorporate such a focus.

- The **Department of Education** runs a programme called the Girls Education Movement. It is designed to assist girls to stay in school, and provides them with moral support in dealing with a range of issues, including pregnancy. The programme is implemented through clubs and community organisations. The Department provides training to educators and mentors on how to provide support, encouragement, and advice to girls.
- Initiatives focusing on vulnerable children are usually conducted in conjunction with other departments, although there is no forum for this. The Departments of Education, Labour, Local Government, and Health and Social Development are jointly involved in the **Expanded Public Works Programme**, which includes training teachers to work with vulnerable children, as well as training cooks and gardeners for children centres. The Early Childhood Development Unit at the Limpopo Department of Education has begun compiling a list of orphans in the province to inform interventions.
- The **Department of Labour** conducts advocacy workshops and information sessions to inform labour inspectors of procedures for identifying and responding to cases of child labour. However they face challenges in identifying cases of child trafficking for labour purposes because they rely on receiving reports from the public. The Department heads a Child Labour Forum, but it only comes into play when instances of child labour are found, as a practical means of ensuring interdepartmental cooperation in caring for the child and prosecuting perpetrators in accordance with legislation.

### 3.2.5 Mpumalanga

A similar lack of initiatives focusing directly on child trafficking or CSEC was found in Limpopo. Below are some initiatives that relate indirectly to these issues.

- At the time of this study (end 2005), a **Child Protection Forum** was being piloted in the Enhlangeni region of Mpumalanga. The forum addresses issues such as CSEC, children living on the street, HIV orphans and other vulnerable children.
- The **Department of Education** works with social workers to provide educational services to children living on the street, orphans and other vulnerable children. The programme also provides caregivers with educational skills. Social workers identify vulnerable children and where appropriate, place them in shelters. Educators provide life skills training in both children's shelters and at schools on a regular basis. The training is conducted by Master Trainers, who are employees of the Department of Education and the Department of Health and Social Services, or independent service providers. A database of beneficiaries is kept and maintained by the **Department of Health and Social Services**. The programme is also regularly monitored by both internal and external evaluators.
- The **Department of Labour** chairs quarterly meetings of the **Child Labour forum** in the province and members include the Department of Social Services and the Police. The department relies on complaints and tip offs from members of the community to identify cases of child labour, which will be investigated by an inspector.

## 4. CIVIL SOCIETY ORGANISATIONS

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Civil society organisations were more likely to provide direct services to children affected by CSEC and child trafficking, but relatively few had this as their main focus. In the national and Gauteng situation analysis, attempts were made to focus specifically on strategies addressing CSEC and child trafficking so as to identify interventions that address the particular needs of these children. However, in the other provinces a slightly broader approach was adopted, particularly in areas where few organisations addressed CSEC and child trafficking directly.

Interventions in respect of CSEC and child trafficking can be thought of in terms of four functions:

1. Prevention
2. Identification
3. Withdrawal and prosecution
4. Rehabilitation and reintegration

Prevention refers to any interventions that assist children to stay with their families and address the factors that may lead to CSEC and child trafficking. This includes awareness-raising, poverty alleviation programmes and drafting legislation to protect children (the latter may also fall under withdrawal and prosecution). Identification refers to identifying both children at risk and victims of CSEC and child trafficking. Withdrawal refers to the process of removing children from these worst forms of child labour (which is frequently not a once-off event, particularly with CSEC) and prosecution of the perpetrators. The final element is the rehabilitation of children and reuniting them with their families where possible.

The strategies adopted by civil society organisations to address CSEC and child trafficking will be presented using this framework. A fifth element of *networking* or co-ordination of efforts will also be included.

TECL has identified prevention and educational rehabilitation as key strategies for eliminating CSEC and child trafficking in South Africa. Initiatives and good practices in these areas are highlighted below, by province.

### 4.1 NATIONAL AND GAUTENG

Respondents described a range of different strategies used to address CSEC and, less often, child trafficking. This sub-section summarises, by key thematic areas, examples of programmes implemented by NGOs. The programmes described below are chosen on the basis that they have an explicit link to CSEC and/or child trafficking. The selection in the national and Gauteng situation analysis thus excludes programmes which focus more generally on abused children or, for example, children living on the street, some of whom may be involved in CSEC.

### 4.1.1 Networking and Co-ordination

→ A **CSEC forum** was established in Gauteng in 2006 and is chaired by Child Welfare South Africa (Gauteng). The forum provides an opportunity for networking, sharing information and co-ordinating efforts to eliminate CSEC. Participants include the Department of Labour, IOM, Network Against Child Labour, Childline Gauteng, Rahab's Centre, Home of Hope, Amazing Grace Children's Home and Teddy Bear Clinic, amongst others.

### 4.1.2 Prevention

→ Since 2003, Sithabile, a children's home based in Johannesburg, has run a peer education programme with children and youths in Cape Town, Durban and Johannesburg who have been involved in CSEC or been trafficked. The group initially received training from ECPAT and over the last few years have been involved in awareness campaigns and advocacy. The initiative is known as **YECSEC** (Youth Ending Commercial Sexual Exploitation of Children).

→ The **House**, a support and rehabilitation agency for young girls in Berea, has collaborated with the owners of Hillbrow hotels to enforce the checking of identity documents so as to monitor the ages of customers before allowing them accommodation in the hotel. The intention was to deter activity by offenders who use a hotel room for the sexual exploitation of children under the age of 18 years.

### 4.1.3 Identification

→ The **Department of Education** has a programme on School Early Identification which was still in the conceptual phase at the time this research. The aim is for teachers to play a core role in the early identification network for a range of vulnerabilities as they see children on a daily basis. Teachers will be supported by School-Based Support Teams (SBST) and District-Based Support Teams (DBSTs) linked with other departments. The degree to which this programme will be able to identify children involved in CSEC and CT will be limited by the extent to which such children attend school.

→ The **IOM** has set up a 24-hour toll-free helpline (0800-555-999) to help foreigners trafficked into South Africa. A helpline counsellor is available to offer trauma counselling telephonically and refer victims to assistance centres. The IOM does not deal with cases of in-country trafficking.

### 4.1.4 Withdrawal and Prosecution

→ The **IOM** has established the Victim Support and Reintegration programme to assist victims of cross-border trafficking, with a focus on identification and rescue of such persons. The programme has been running for five years. When presented with a case through the hotline, the IOM collaborates with relevant government departments. Unaccompanied minors usually wait three to six months before being returned to their country of origin as their identity and family have to be confirmed and contacted, and the

transfer arranged. The child is housed at Lindela Repatriation Centre, a centralised detention facility for foreign persons awaiting deportation. The child does not undergo any rehabilitation process, nor is the child given the option of going through the legal process of prosecuting their perpetrator. The IOM provides training for staff of the National Prosecuting Authority and the police on identifying and handling of cases.

- **Rahab's Centre** is a drop-in centre that was established in 1999 to assist women and girls involved in commercial sexual exploitation in Hillbrow, Johannesburg. The organisation provides meals and counselling at the drop-in centre; conducts outreach on the streets of Hillbrow and Berea and aims to withdraw women and girls from sexual exploitation by referring them to shelters or assisting them to return home. However staff members point out that withdrawal can be a long process as children frequently return to sex work for a number of reasons. Outreach also allows them to maintain contact with these children.
- **Sithabile** in Johannesburg provides a home for vulnerable children and runs a small safe house for women and children who have been trafficked.
- The **Network Against Child Labour** is involved in a training programme in conjunction with ECPAT (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes) International. The CSEC and Trafficking Training Programme aims to provide people in contact with sexually exploited or trafficked children with psycho-social training and knowledge of the law in order to handle cases of this nature. Social workers, police officers, nurses at clinics, youth groups and farm workers are targeted for the programme. The programme has been running for two years.

#### 4.1.5 Rehabilitation and Reintegration

- **Lerato House** (a shelter) and **Pretoria Community Ministries** have several programmes which they run jointly. One of these is the Reintegration of Young Girls at Risk with their families or back into society more generally. The programme entails the withdrawal of girls aged 11 to 18 years from prostitution or the streets and their placement at Lerato House if they cannot be reunited with their families. The initiative encompasses family mediation and education, and provides emotional support and spiritual healing to girls from all racial and cultural backgrounds.
- The **House**, a support and rehabilitation agency for young girls based in Berea, aims to reunite children with their families, and where this is not possible, rehabilitate and capacitate them with work skills. After re-integration, The House keeps in contact with families so that a child's progress can be monitored.
- The **NACL** supports and funds an ongoing initiative called the Reduction of Child Trafficking and Child Prostitution for Children under the Age of 18 which takes the form of a series of separate initiatives according to the demand. The beneficiaries are trafficked children from within South Africa and from other countries. The various sites for implementation are identified by the occurrence of cases involving children either on streets or farms who are sexually exploited or trafficked.

- The **Child Welfare Society** implemented a programme in 2000 that helped social workers to reintegrate children into families either in South Africa or prepare them for reunification with their families in other countries. The beneficiaries of this programme were trafficked, displaced or sexually exploited children. The site of intervention was identified through Child Welfare's liaison with provincial social welfare groups. Child Welfare is currently running three other projects, namely: Eye of the Child, Care of the Children, and an HIV/AIDS programme. Initially these programmes addressed child abuse, but have since added an emphasis on CSEC.
- The **Alliance for Street Children**, the **Tshwane Child Protection Initiative** and the **Department of Education's District-Based Support Team (DBST)** work together to address the problem of street children at risk of being trafficked as well as children orphaned through HIV and AIDS. The local School District works with a shelter to provide food and clean water and serve as a drop-in centre. The shelter also extends assistance in paying school fees and works with the Department of Education to fund transportation for children through coupons paying for public transport.

#### *4.1.5.1 Educational Rehabilitation and Skills Development*

- The **Reducing Exploitive Child Labour in South Africa through Education (RECLISA)** project seeks to reduce the number of children in Southern Africa engaged in child labour by increasing the number of targeted children participating in formal or alternative education. Project activities centre on four key areas: (1) increased public awareness; (2) improved educational opportunities, (3) improved social services, and (4) strengthened government policies. Seven activities will be designed and implemented, including a preventative child trafficking pilot in Gauteng Province. The programme started in 2004 and will finish in 2008.
- The **Gauteng Department of Education (GDE)** has established the **New Nation School** in central Johannesburg where abused street children removed from education are placed to continue their schooling. The school has a bus that collects and delivers children to a central point (Nugget Street in central Johannesburg) where they are met by either their family or personnel from specific residential centres. (A faith-based organisation commented that New Nation School is not providing the necessary range of emotional and psychological support that is needed but is rather functioning like a mainstream school).
- **Street Wise** in Mamelodi, Pretoria, is home to 15 boys living on the street who were once trafficked or at risk of being trafficked. The home offers an education component as part of the rehabilitation process. Street Wise uses past residents to work with boys living on the street and to assist those who cannot return to their homes to enter the home and school. The local police services, hospitals and schools also make referrals to Street Wise. Working in conjunction with the Department of Social Development, Street Wise provides for school fees, uniforms, books and equipment necessary for the children within its care as well as helping parents to obtain educational support grants.

## 4.2 KWAZULU-NATAL

KwaZulu-Natal differs from Gauteng in that few of the organisations canvassed had programmes that address CSEC or child trafficking (Ukuba Nesibindi Community Care Project, a Lifeline outreach programme, was the only organisation identified with a specific focus on CSEC and child trafficking). Specific strategies are described below, but unlike in Gauteng, this sub-section considers prevention and educational strategies aimed at broader groups of vulnerable children (such as children living on the street who are at high risk) and which could indirectly assist victims of CSEC and child trafficking.

### 4.2.1 Networking and Co-ordination

No networks with a focus on either CSEC or child trafficking were identified in KwaZulu-Natal. In addition to the Child Protection forum already discussed, other networks that co-ordinate efforts to assist vulnerable children include the following:

- The **Children in Distress (CINDI) Network** has over 100 members consisting of NGOs, CBOs, government agencies and individuals who collaborate in the interests of children affected or orphaned by HIV/AIDS in the KwaZulu-Natal Midlands. Initially a networking body, CINDI has become a conduit for funding to member organisations.
- The **KwaZulu-Natal Alliance for Street Children** is one of the nine provincial alliances that form part of the National Alliance for Street Children (NASC). The alliance is represented on the Provincial Programme for Action and is made up of regional alliances, which are in turn made up of the organisations falling in that region.

### 4.2.2 Prevention

- The Lifeline Outreach programme in Warwick Triangle, Durban, hosts the Durban Committee of the awareness-raising initiative known as **YECSEC** (Youth Ending Commercial Sexual Exploitation of Children).
- A number of shelters for children living on the street in KwaZulu-Natal include a **community-based prevention** component in their programmes to assist families in the communities from which children originate. The aim is to address the issues that cause children to leave or be sent away. Programmes generally include after-school activities; linking families in need to the welfare system; providing some form of skills development and working with adults and children to change dysfunctional family interactions. For example, Khayaletu in Pietermaritzburg has identified communities that the children they assist tend to come from and established 4 drop-in centres in these areas. Most organisations also provide continued care after withdrawing children from the street, following up on a regular basis once they have returned to their families and to school.
- **Tembe Club**, a home for boys in Port Shepstone, assists families in rural communities along the south coast to buy school uniforms and pay school fees. In doing so they assist children to stay in school and at home for relatively little cost (approximately R600 per child – they support approximately 180 children). They conduct regular visits to the

communities and schools to provide children with follow-up support. They also provide food parcels to 21 families who are facing extreme hunger and run a food for work programme – women in the community do some basic cleaning work at the shelter in return for food parcels. They also link families with government services such as grants.

- **Street Wise** noted that there tends to be an increase in the number of children on the street over the Christmas period as they try to get money to pay for uniforms and other costs for the new school year. Outreach workers try to identify new children and assist their families with uniforms and food parcels so that the children do not become accustomed to life on the street. Tembe Club also pointed out that this is a time when tourists flood to Durban and the coastal regions, increasing the demand for CSEC.
- **Childline KZN** noted that to address a range of vulnerabilities such as child abuse, CSEC and child trafficking, a moral regeneration initiative is important. This would involve working with children (as the adults of the future) to address issues such as problem-solving, rights and responsibilities, offending behaviour and decision-making.

### 4.2.3 Identification

- **Street Wise Durban**, a programme primarily for boys, conducts outreach on the streets of Durban with outreach workers from Tennyson house, a shelter for girls. **Khayaletu** has a similar street-based outreach programme in Pietermaritzburg.
- The Lifeline Outreach programme in Warwick Triangle, Durban, also conducts outreach in central Durban with the aim of building relationships of trust with children involved in CSEC in the area.

### 4.2.4 Withdrawal and Prosecution

- Ukuba Nesibindi Community Care Project is the Outreach programme for primarily girls involved in CSEC run by Lifeline in Warwick Triangle, Durban. The project began in 2002 and consists of regular outreach visits by a small team from Lifeline. They generally work with girls aged 9 – 15 years.

The project provides children with counselling and emotional support, as well as a personal growth course which is offered by counsellors. In addition, condoms and access to voluntary counselling and testing (VCT) are provided. The project provides basic literacy classes and skills development in the form of beadwork, sewing using industrial machines and counselling skills. They also work with Point Police Station to provide children who have been arrested for activities related to CSEC with counselling and link them with their skills development programmes. The project acts as a drop-in centre but due to a lack of resources there is no provision for accommodation or community-based prevention programmes.



## 4.2.5 Rehabilitation and Reintegration

- At the time of this study, Sithabile, a home for vulnerable children in Johannesburg with a small safe house for women and children who have been trafficked, intended to establish a shelter that caters specifically for the needs of children involved in CSEC and child trafficking in Durban.
- Childline works with SAPS on an ad hoc basis to provide assessments and therapeutic interventions for children and sometimes perpetrators when police conduct raids on hotels and brothels. Examples included the raids of Tong Lok and Flamingo Court in Durban.

### 4.2.5.1 *Educational Rehabilitation and Skills Development*

The bridging school at Street Wise was one of the few alternative education initiatives identified by this situation analysis. Skills development initiatives as part of a rehabilitation programme were more common, but they tended to be stereotyped according to gender (sewing for girls and woodwork or mechanics for boys). Respondents noted the challenge of providing skills that lead to employment or sustainable self-employment.

- The **Street Wise Durban bridging school** prepares boys who have lived on the street for mainstream schooling or provides them with an educational alternative. The school is run with boys in the residential programme ranging in age from 9 to 18 years. The first month of attendance is an assessment phase – those that are able to cope with formal schooling move to nearby government schools, while those that struggle remain in the bridging programme. The programme is based on the formal school curriculum but lessons include a number of activity breaks to take account of the children's difficulties with concentration. Children are able to learn at their own pace and receive individual attention. To address the range of ages and abilities, children are split into different categories and do group work at an appropriate level. It was noted that theory should be linked to practice and programmes should make the most of the strengths of these children (such as creative business minds). The programme also incorporates practical skills training such as gardening, carpentry, sewing and raising chickens for sale.
- As already discussed, a number of street children's organisations, the KZN Department of Education and other government departments have worked together to develop a framework for providing education to vulnerable out-of-school children.

## 4.3 WESTERN CAPE

A similar situation was found in the Western Cape, where most organisations identified in this situation analysis did not have programmes focused on CSEC and CT (with the exceptions of Molo Songololo and IOM). In the case of projects dealing with children living on the street, there is no doubt that victims of CSEC and CT are amongst the children they assist; however, records do not differentiate between CSEC/CT and other forms of abuse.

### 4.3.1 Networking and Co-ordination

→ No fora dealing with CSEC or child trafficking were identified in the Western Cape situation analysis. Exceptions at a local level include the community policing forums and the community child safety forum that Molo Songolo aimed to establish in Atlantis as part of their pilot project on prevention and early intervention of sexual exploitation of children in Atlantis (Atlantis Children's Network Forum, see below). Others that may be useful for TECL to contact include the Western Cape Street Children's Forum and SADSWU (the domestic workers' union, in relation to children who are trafficked for the purposes of domestic labour).

### 4.3.2 Prevention

- As a children's rights organisation, **Molo Songolo** is involved in advocacy on child trafficking and is a member of the National Anti-Trafficking Task Team. The organisation conducted research on trafficking of children for sexual purposes in 2000 and Molo Songolo also provides training to the SAPS CPU on how to intervene in cases of child trafficking.
- **Molo Songololo** is currently partnering with the Department of Social Services and Poverty Alleviation in a pilot project on prevention and early intervention of sexual exploitation of children in Atlantis. The objectives of this pilot project are to: (a) conduct a situational and needs analysis; (b) develop a prevention and intervention strategy for dealing with sexual exploitation of children and young people; (c) raise awareness about the issue; (d) establish a community child safety forum; (e) provide training to those providing support services to children; and (f) identify children at risk and provide 'exit and recovery support' for children who have experienced sexual exploitation. While a number of the objectives were achieved, the pilot faced several challenges, particularly with the last objective (see Appendix). The organisation noted that lay counselling at school and mobilising youth groups such as 'It's Your Move' (a Molo-initiative in Atlantis) had proved successful in their experience.
- **Cape Town Child Welfare** named social work services and programmes such as the Eye of the Child aimed at the safety of vulnerable children as useful prevention strategies. It should be noted the Cape Town Child Welfare only works with children under 12 years of age.
- Rapcan runs prevention programmes in schools and in communities, but the focus is on child abuse more broadly.

### 4.3.3 Identification

→ NACCW has rolled out 17 Isibindi sites throughout South Africa, where child care workers are trained to work in the communities with children infected or affected by HIV/AIDS, child headed households and out of school children, amongst others. These workers are often first line reporters of cases of CSEC and child trafficking.

- SWEAT has a protocol for sex workers, but refers children to other agencies such as Ons Plek and Child Welfare Society.
- The Grassy Park Community Policing Forum is trying to develop tracking and recording systems for CSEC and child trafficking.

#### 4.3.4 Withdrawal and Prosecution

- The IOM in the Western Cape explained that the process engaged in by IOM is investigation → prosecution → conviction → repatriation. They provide all round assistance, including identification of victims of trafficking, removing the person from exploitation to safe houses, counselling, legal assistance, health care, material assistance (such as food and clothes), and, more recently, access to ARVs. The IOM works with Home Affairs to get short-term legal status for victims and return the victims to their countries of origin, if that is what they desire. The security of the victim is paramount at all times, and repatriation and reintegration are assisted by IOM.
- Molo Songolo also provides training to the SAPS CPU on how to intervene in cases of child trafficking.

#### 4.3.5 Rehabilitation and Reintegration

- The Molo Songololo pilot project aims to provide rehabilitation support to 16 girls in a case study. However there were a number of challenges with this and the organisation has noted the lack of support services in the area to meet the needs of sexually exploited children.

##### 4.3.5.1 *Educational Rehabilitation and Skills Development*

A number of established alternative education programmes were identified in the Western Cape. While they do not cater specifically for the needs of children withdrawn from CSEC or child trafficking, they are useful models for the educational rehabilitation of out-of-school children and are potential partners in TECL's education strategy as a form of prevention.

- The **Basic Education and Skills Training (BEST) Centre** is a Day Community Learning Centre a literacy and numeracy programme in line with the ABET curriculum and is housed in rented premises in Rondebosch, Cape Town. It is a project school for grade- and age-inappropriate learners between the ages 14 and 20 years and currently caters for 40 learners. The Centre does not advertise but is nevertheless inundated with enquiries and applications. It feels that this large demand demonstrates the need for such centres.
- The **Salesian Institute's Learn to Live** programme is an educational programme for children aged 7-16 years and workshops in skills training for youth aged 16 years and above. The children (boys and girls) come to the programme from the streets and from shelters and assessment centres around the city. The staff consist of 5 teachers for the Learn to Live school, 3 trainers for the skills workshops, 2 additional trainers in panel-beating and brick-laying and a project coordinator. Learner numbers in the school are, on

average, 65 children per day, with numbers sometimes reaching up to 90 per day. The skills training workshops averaged 25 youth per day in mid-2005. The Salesian Institute has secured learnerships for youth in leathercraft and woodcraft. Employment opportunities in welding have also been secured. Bricklaying training is part-sponsored by the SETA and the Projects Office and at the time of the interview in mid-2005 20 placements had been secured with construction companies. Both Live to Learn and BEST are now being subsidised by the Department of Education.

- Other educational initiatives included alternate education programmes run by the street children's sector, Uitsig Home School and My Life. Most incorporate skills training as well as basic literacy and numeracy, using mainly the ABET model. For example, Learn to Live (primarily for boys) offers skills workshops in woodwork, metalwork and leatherwork, among others.
- Mentoring and role-modelling projects such as Big Brother Big Sister were also mentioned as possibilities for addressing CSEC and CT. Big Brother Big Sister is a mentoring system in respect of children in trouble with the law inspired by an American initiative in which university students or children who have moved out of a particular situation "mentor" children who are still in the situation. It was suggested that this approach could be equally successful for children involved in CSEC or CT.

## 4.4 LIMPOPO

The focus of the situation analysis in Limpopo was specifically on child trafficking, with an emphasis on trafficking for labour purposes. With the exception of Corridors of Hope, few programmes were found that have a specific focus on trafficking and few organisations has encountered cases of child trafficking. This scan was relatively brief and therefore may have missed initiatives in this field, but there appeared to be a lack of networking and rehabilitation (including educational rehabilitation) programmes in particular.

### 4.4.1 Networking and Co-ordination

No networking bodies were found relating to child trafficking in this province. The National Alliance of Street children has representatives in Limpopo.

### 4.4.2 Prevention

- **Operation Hunger** operates in Limpopo and is a prevention programme in so far as they address the root causes of hunger and poverty. The organisation deals with cases of child abuse as they emerge, but this does not appear to be a common occurrence.
- The **Faranani Family Preservation Project** works with children living on the street and reunites them with their families. One of the main challenges is that the poverty which played a significant part in driving the children to the streets remains. The Project has thus begun setting up a number of income-generating projects. The Project has registered as a cooperative for young people, and is securing funds to open a car wash and begin vegetable gardens.

### 4.4.3 Withdrawal and Rehabilitation

- **Corridors of Hope** is an organisation based in Musina, on the northern border of Limpopo and Zimbabwe. The organisation conducts cross-border projects, helping unaccompanied children crossing the border to find their way back home. In 2006 the organisation encountered 21 cases of child trafficking and 11 cases of CSEC (child prostitution). A number of children come from Zimbabwe to sell illegal cigarettes and wash taxis, and are sexually exploited by soldiers at the borders. The organisation also works with vulnerable children in Musina. The organisation provides the children with counselling and links them with social workers; where possible they try to reunite them with their families. Those that are able are sent to school and the organisation assists the children to access grants. The organisation also has a peer education programme in which vulnerable young women teach others through drama.
- The **Faranani Family Preservation Project** works with children living on the street and reunites them with their families. The organisation provides for the children to be fed and clothed, and sheltered at nearby shelters. The Project has runs a number of prevention initiatives and involves the children in art and recreational activities.
- The **Pietersburg Child and Family Care Society** has no initiatives directed at CSEC and CT, but the organisation does work with child abuse and neglect cases more broadly. The programmes take place through individual counselling sessions and group work, and in the organisation's crisis centre. The organisation also provides family and parental guidance as well as therapy to children.

## 4.5 MPUMALANGA

The focus in Mpumalanga was also on child trafficking. With the exception of Amazing Grace Children's Centre, few 'trafficking specific' programmes were found. The focus tended to be on child abuse. Some of the strategies outlined below thus do not relate specifically to child trafficking for labour or sexual purposes, but are prevention initiatives into which TECL could potentially assist in building an awareness of child trafficking.

### 4.5.1 Networking and Co-ordination

- In late 2005, the **Amazing Grace Children's Centre** was in the process of developing a regional Child Trafficking Charter in partnership with UNICEF. The charter is intended to provide a clear focus for NGOs working in the field; connect NGOs working within the region and commit government to addressing this problem. The Centre has also entered into discussions with the provincial Departments of Education and Home Affairs to try to enforce greater control both at the border and in the schools.
- As in the other provinces, the **Mpumalanga Street Children's Alliance** brings together organisations working with vulnerable children living on the street. The Child Protection Forum has already been noted.

## 4.5.2 Prevention

- The Amazing Grace Children's Centre is involved in advocacy and is currently conducting a campaign to raise awareness about trafficking, in co-operation with the Department of Education.
- **Child Welfare SA** in Mpumalanga maintains links with a number of affiliate organisations and outreach projects which may be well placed to make interventions in the area of child trafficking and CSEC. Outreach projects affiliated to Child Welfare have initiated general preventative measures to address child abuse and provide care and assistance to street children and children at risk of living on the street. These measures include crèches, after school centres, and a 24-hour child protection programme involving volunteers in helping children with their homework. The organisation also runs a number of life skills programmes pertaining to HIV/AIDS and rights awareness.

Affiliate organisations of Child Welfare also run income-generating projects for parents involving brick-making, fence-making, candle-making and food gardens. Child Welfare SA provides the affiliates with supervision and support and seeks to address poverty as a root cause of a number of vulnerabilities, including CSEC and CT.

- **Childline Mpumalanga** runs school awareness programmes twice a month for children, teachers and parents on issues related to child abuse and prevention.

## 4.5.3 Withdrawal and Prosecution

- Amazing Grace Children's Centre, founded in 1989, provides shelter to children living on the street and receives a subsidy from government as a place of safety.<sup>4</sup> The Centre in Malelane, Mpumalanga, shelters approximately 70 children living in difficult circumstances and through this work has become engaged in the support of foreign and trafficked children. The organisation has recently established a branch in Lenasia, Johannesburg, which currently accommodates 58 children. There is also a presence in Limpopo but this is limited to a feeding scheme.
- Child Welfare SA in Mpumalanga has launched a 24-hour child protection service in the province, where children who experience any form of abuse can be taken immediately to a place of safety.

## 4.5.4 Rehabilitation and Reintegration

- The organisation has recently appointed a 'counter child trafficking officer' to trace trafficked children's families. They work with the SAPS and NGOs in South Africa and Mozambique to trace the families of children that have been trafficked in Mpumalanga. Where it is not possible to reunite families, children are cared for at the Centre.
- Amazing Grace Children's Centre provide for children in its care to attend school and provides classes in music, art and welding after school. The organisation felt that they had some way to go in developing effective educational rehabilitation and prevention strategies, and that further training was needed in these areas.

# 5. CHALLENGES AND GAPS

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## 5.1 CHALLENGES IN ADDRESSING CSEC AND CT

The previous section outlines initiatives put in place by government departments and civil society organisations to address CSEC and child trafficking. Across stakeholders, some of the common challenges reported in implementing these strategies included:

- The lack of accurate data regarding the prevalence of CSEC and child trafficking which can be used to plan interventions, and the challenge of obtaining accurate data, since CSEC and CT are by definition “underground”;
- The lack of, or slow speed of development of legislation and the challenge for prosecution associated with the absence of legislation dealing specifically with CSEC and CT;
- The lack of awareness of CSEC and child trafficking (amongst communities and organisations working with vulnerable children);
- The difficulty in identifying children who have been trafficked because of the clandestine nature of these activities, their mistrust of adults and the time required to build relationships of trust with children to a point where he or she is willing to tell the truth about his or her experiences of CSEC and/or trafficking;
- The challenge of withdrawing children with a drug or substance addiction from CSEC and the scarcity of affordable rehabilitation programmes for substance abuse;
- The link in some cases with organised crime;
- The fact that many projects are trying to address symptoms but are unable to change the root causes, such as the poor socio-economic circumstances of affected communities;
- The difficulties of providing children who are unable to return to formal schooling with educational opportunities that take into account their specific needs and provide viable skills development opportunities. This is a concern particularly with regard to CSEC, as children may return to CSEC if they are unable to access viable alternatives to their currently lifestyles;
- The lack of organisational and staff capacity amongst civil society organisations. Specific issues included personnel with limited skills, awareness, and knowledge; high personnel turnover; limited or no support and mentoring structures for staff; and a lack of volunteers. Lack of, or misuse of, finances can also be a problem;
- The lack of training and education of communities regarding the management of CSEC and child trafficking, as well as those who deal with cases;
- The lack of child-friendly or community-sensitive services in respect of rehabilitation, repatriation in relation to child trafficking and protection from intimidation.

## 5.2 GAPS FOR TECL TO CONSIDER

All of these challenges suggest areas in which TECL could intervene to address CSEC and child trafficking. This section points to specific gaps in the structures and initiatives identified above that TECL may wish to consider in the next phases of the project.

### 5.2.1 Networking

- There are a number of inter-sectoral initiatives at national level but there appears to be a **lack of networking and co-ordination** around CSEC and child trafficking at other levels. The extent of CSEC and child trafficking in some provinces may not support the establishment of new networks, but TECL could work with existing networks to increase awareness and the co-ordination of prevention and rehabilitation efforts.

### 5.2.2 Prevention

- **General awareness-raising** on CSEC and child trafficking is required, both in urban and rural areas. In Limpopo and Mpumalanga in particular it was difficult to identify stakeholders who were informed about child trafficking. It is not clear if this is because of a lack of awareness or because the prevalence of child trafficking is limited.
- **Poverty** as a causal factor remains a problem and there were few examples of viable income generation projects. The Alliance for Children's Entitlement to Social Security (ACCESS) noted that there is no social assistance available for healthy South Africans aged 14 to 60. ACCESS argued that extending the Child Support Grant (from 14 to 18 years) could help to decrease the school drop out rate, and a Basic Income Grant would impact positively on poverty reduction.
- Civil society organisations providing direct services to children involved in CSEC or who have been trafficked tend to focus on withdrawal and, to some, extent, rehabilitation. **Community-based prevention** is rarely incorporated in the way that it has been in many programmes aimed at assisting children on the street.
- In terms of child trafficking for domestic labour, there are few awareness-raising initiatives to make employers aware that children should not be employed in domestic work.

### 5.2.3 Identification

- One large gap in terms of identification is the **lack of quantitative data** regarding prevalence either nationally or at a provincial or local level. An audit of defined areas or an analysis of consistent and standardised record-keeping would be required to provide this information.
- A second gap is in the **identification of cases of CSEC and child trafficking**. Organisations working with vulnerable children (e.g. children on the street, orphans) almost certainly have victims of CSEC and CT amongst the children they assist but few



are identified as such and records are not kept. Educating stakeholders about CSEC and trafficking and improved record-keeping would go some way to improving identification.

## 5.2.4 Withdrawal and Prosecution

- Two glaring gaps exist in terms of withdrawal and prosecution. The first is the **lack of legislation** addressing CSEC and child trafficking, and the slow progress that has been made where legislation has been drafted to address this gap. This is a clear problem with regards to prosecuting perpetrators.
- The second is the **lack of programmes** in KwaZulu-Natal, Western Cape, Limpopo and Mpumalanga that focus specifically on CSEC and child trafficking. This may be the function of limited demand for such services or a lack of awareness of the problem.
- The **scarcity of affordable substance abuse rehabilitation programmes** to which children can be referred was also raised as a gap (bearing in mind that the organisations referring them are often community-based organisations or NGOs with limited resources).

## 5.2.5 Rehabilitation and Reintegration

- The **lack of appropriate residential care** was highlighted by a number of stakeholders. In some areas there are few placement options for children in residential care. For example, in Durban the lack of an ‘interim shelter’ for children living on the street was noted.
- In most cases the argument was that there is a lack of **facilities that cater specifically for children in CSEC**. NACCW argued that places of safety should be the appropriate referral for short-term safe and secure care for victims of CSEC and CT, but they do not, in fact, offer appropriate emergency and crisis care. The children need a specifically therapeutic environment, which places of safety do not offer. Shelters are also often not sufficiently secure to prevent traffickers or perpetrators from contacting children. Stakeholders argued for the development of specialised facilities for these children.
- A third gap was the relative scarcity of **psycho-social rehabilitation** programmes. Most programmes focus on meeting basic needs but few are able to provide the therapeutic services required to meet the children’s emotional and psychological needs.
- Of particular concern for TECL’s educational strategy is the **limited number of alternative education programmes** that take into account the context of vulnerable, out-of-school children. Where possible children should be assisted to return to formal schooling, but a number are not be able to ‘fit’ into mainstream education. Addressing this gap would require training educators in public schools to deal sensitively with these children; and to work with NGOs and educational institutions to develop alternative education opportunities and strengthen the educational element in rehabilitation programmes.
- Another further gap in several programmes focusing on CSEC and child trafficking is the **lack of viable skills development programmes**. Stakeholders noted the challenge of linking skills development programmes to a market for these skills.

## 6. PILOT SITES AND PARTNERSHIPS

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As indicated at the outset, the aim of this research is to provide TECL with an informed basis from which to develop pilot projects that address CSEC and child trafficking in South Africa. One of the objectives was to identify potential partners and make recommendations regarding possible pilot projects. The recommendations should take into account TECL's emphasis on prevention and educational rehabilitation as primary strategies for addressing CSEC and child trafficking as two worst forms of child labour in South Africa.

This section presents the possible partners and potential pilot projects identified in the course of the situation analyses.

The tables below are presented by province and provide some indication of the focus and capacity of potential partners. In each case the potential pilot projects are also outlined for TECL to consider and an indication is given of which of the five functions described in the previous sections would be addressed by the project. While the tables are laid out by province and according to potential partners, it is important to note that the pilot projects should include collaborations where possible and need not be tied to a particular geographic location or site. One or two key potential projects are highlighted at the beginning of each provincial section.

In the development of the pilot projects it is important for TECL to consider the following:

- The prevalence CSEC and child trafficking in different areas;
- Maintaining a balance between addressing the specific needs of victims of CSEC and child trafficking and providing holistic care for children who are likely to experience other vulnerabilities as well and may be catered for in other contexts (e.g. children on the street);
- Developing focus pilot projects versus building an awareness of CSEC and CT into broader programmes;
- Addressing CSEC and child trafficking at a policy and advocacy level as well as through service delivery at a local level;
- The relatively short time frame available for the pilots and the fact that TECL does not have the capacity or resources to 'cover everything'.

### 6.1 POTENTIAL PARTNERS

The national and Gauteng situation analysis produced a wide-ranging list of organisations that may play a role in addressing CSEC and child trafficking. This list has been reduced to include only the potential partners or pilot projects that emerged after further investigation. Some of the projects were proposed by stakeholders themselves, while others will require further consultation.

## 6.1.1 National

- A striking gap at a national level is the **lack of legislation** around child trafficking in particular. TECL could play an advocacy role, particularly in relation to the current process of developing legislation regarding human trafficking. However, any activities relating to legislation (such as providing input based on the experiences of TECL supported projects, supporting others in their submissions or training stakeholders in the implementation of legislation relating to CSEC or child trafficking) will be constrained by the legal process and the time required to pass the legislation. Another option would be for TECL to record and fine-tune legal strategies on both child trafficking in particular, based on existing law. The utility of this latter approach would be determined by (a) the extent to which the law changes and (b) how soon those changes occur.
- Another possibility would be a pilot that focuses on **improved information** and, in particular, quantitative information. The literature review reveals the lack of any certainty as to the numbers of children involved in CSEC and child trafficking. Stakeholders confirmed the absence of any reliable statistics. However, the research did reveal a range of possible sources of information if the relevant stakeholders could be persuaded, for a period at least, to separate out CSEC and child trafficking cases from the others they deal with. Relevant stakeholders would include government agencies such as the Department of Justice, SAPS and DSD, as well as NGOs. A pilot with this focus would provide greater clarity on the extent, location and nature of CSEC and child trafficking in South Africa.

It is also recommended that TECL work with the Departments of Social Development and Education at a national level.

NATIONAL – POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Child Protection Committee (Department of Social Development)			
Child protection issues <i>[Prevention, withdrawal]</i>	Government forum	Co-ordinating child protection issues amongst government departments	Potentially useful inter-sectoral forum for developing policies to address CSEC and CT. Issues of CSEC and CT could be built into or linked with existing policies or strategies addressing other vulnerabilities.
Child Welfare SA (National) (Andre Kalis, 011 492 2888)			
Achieving safe and caring environment for children <i>[Prevention, identification]</i>	District offices throughout SA the provide ground level services	Services cover wide range of areas; statutory work. CSEC orientated, but can incorporate CT.	Prevention work, identification of cases
Department of Social Development (Francis Viviers, 012 312 7790)			
Funding for NGOs and shelters <i>[Withdrawal, rehabilitation]</i>	Government department	Funding for NGOs and shelters; child protection register	Ensure NGOs & CBOs working with CSEC & CT are able to access support from DSD to ensure sufficient and appropriate shelter and rehabilitation support for children in CSEC or CT.

NATIONAL – POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Department of Education			
School-based intervention <i>[Prevention, Identification]</i>	Government department	School Early Identification programme, supported by school-based support teams. Initiative is also limited to children who are attending school.	Work with department to include identification of cases of CSEC and CT in training of teachers. Still in early stages; department's own timeframes may make TECL involvement difficult. Work with Department to develop interventions for out-of-school children.
Department of Home Affairs			
Campaign against Pornography <i>[Prevention, identification]</i>	Government department	Campaign against Pornography	Assist or link with campaign against pornography led by Home Affairs; engage with department to concretise possible interventions.
National Anti-Trafficking Task Team (012 342 2789)			
Human trafficking <i>[Withdrawal and prosecution]</i>	Stakeholders from different organisations – will need a strong leader/convenor	Strategic formulations to prevent and suppress the trade and to protect its victims in SA. Focused specifically on trafficking	Input into legislative process; interventions on trafficking at a national level
Network Against Child Labour (Tebogo Segale, 011 836 9942)			
Economic exploitation of children <i>[Networking]</i>	Network, not working at grassroots level	Education, M&E, research, advocacy, capacity building, training.	Networking on child trafficking for labour purposes
Childline SA			
Protect children from all forms of violence, promote children's rights <i>[Prevention, identification; rehabilitation, improved data]</i>	Structures in place at national level Experience with monitoring & evaluation. Database for crisis line that enables comparisons across provinces and allows for the tracking of referrals.	Crisis line, therapeutic services, prevention, court preparation	Assist in building therapeutic aspect of rehabilitation programmes; identification and improve data through recording of cases of CSEC and CT; prevention
IOM			
Facilitating international migration assistance <i>[Withdrawal; rehabilitation and reintegration]</i>	International agency, can assist with repatriation	Training of border officials; research in trafficking for sexual exploitation; hotline and repatriation	Assist in improving data on cross-border trafficking through hotline; repatriation

## 6.1.2 Gauteng

The national and Gauteng situation analysis was conducted prior to the analyses in the other provinces so that the development and implementation of pilot projects in Gauteng would not be delayed while research was conducted in the other provinces.

Criteria for selecting pilot projects in this province included identifying areas with a high incidence of CSEC and/or child trafficking; the presence of partners with the capacity to assist

in prevention, identification, withdrawal and/or rehabilitation activities, and the existence of projects and programmes in an area. The approach adopted in Gauteng was to partner with **community-based organisations** that are responding to a need to **provide direct services** to children involved in CSEC, and to a lesser extent, child trafficking.

After discussion, Johannesburg central (including Hillbrow and Berea), Pretoria central and Benoni were identified for consideration by TECL for the pilot design phases because these were locations identified as 'hotspots' for CSEC and child trafficking and because of the existence of programmes already addressing these issues (to varying degrees).

GAUTENG – POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Berea Home of Hope ( )			
Childline Gauteng (Lynn Cawood, 011 484 1070)			
Works to promote rights culture in field of violence against children <i>[Identification, rehabilitation]</i>	Well networked, established	Psychosocial programmes, prevention	Identification of cases, improved by through recording of cases; therapeutic services
Child Welfare SA (Gauteng) (Hendrik Venter, 011 825 3655)			
Social work, statutory work <i>[Prevention, identification, withdrawal]</i>	Heavy case loads, high turnover of staff. Employ social workers and social work assistants.	Social work in different decentralised service offices; programmes include counselling, parenting skills, therapeutic services for children, community-based projects.	Prevention, identification of cases
CSEC Forum (Child Welfare SA, Beena Chiba)			
CSEC <i>[Networking]</i>	Recently established forum	Co-ordinate activities around CSEC	Networking, awareness-raising
Department of Social Services (Veronica Gantana, 011 355 7847)			
Social services <i>[Rehabilitation]</i>	Government department	Places of safety, subsidise local NGOs, Gauteng Child Protection Protocol	Funding and assistance for shelters
Gauteng Department of Education (Anthony Meyers, 011 355 0835)			
School-based intervention <i>[Identification]</i>	Government department	Participates in Tshwane Child Protection Initiative; programmes include Adopt-a-cop, Captain Crime Stop with SAPS and Business against Crime. Safer schools programme	Life Orientation learning area can be used to create awareness of CSEC and CT; DBST can assist with support and rehabilitation
Johannesburg Child Welfare (Pricilla Gerrand, 011 298 8500)			
Social work, statutory work <i>[Identification]</i>	Heavy case loads	Counselling, victim support, advocacy, skills development, tracing, placement of children, referrals	Identification of CSEC and CT; improved data through recording of cases

GAUTENG – POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Kid's Haven, Benoni (Moira Simpson, 011 421 4222)			
Children living on the street <i>[Prevention, identification]</i>	150 – 180 children in shelter/homes; sends children to school where possible; limited capacity in terms of space and resources	Shelter and rehabilitation of abused children, children living on the street	Identification of CSEC and CT; improved data through recording of cases; prevention programmes
Lerato House, Pretoria ( 011 )			
Shelter for girls at risk of CSEC <i>[Identification, withdrawal, prevention]</i>	Small capacity of shelter	Outreach, shelter, life skills training with Pretoria Community Ministries	Identification of cases, withdrawal (shelter), prevention work in communities
New Life School, Berea			
School for abused children, children on street <i>[Rehabilitation]</i>		Education for vulnerable children	Liaise with New Nation School on lessons learnt to inform TECL's educational strategy
Rehab's Centre (Hillary Stevens, 011 484 3572)			
Sexually exploited women and girls <i>[Identification, withdrawal]</i>	Limited capacity; drop-in centre that refers children to existing shelters	Counselling, meals, education and information sharing, referrals to shelters, medical assistance	Identification and withdrawal of children involved in CSEC – direct services
Sithabile, Benoni (Thabisile Msezane, 011 969 5938)			
Shelter for vulnerable children <i>[Networking]</i>	Experience with child trafficking; limited resources and finances	Trafficking safe house; YEC youth awareness programme	Liaise with Sithabile on experiences of child trafficking

### 6.1.3 KwaZulu-Natal

One of the primary potential projects identified in KwaZulu-Natal was the collaboration between the Department of Education, other government departments and organisations providing support to children living on the street to develop a framework for providing out-of-school children with alternative education. This initiative would be preventative and would address many of the needs of children currently involved in CSEC and child trafficking who are unable to fit into formal schooling.

Several of the organisations working with children on the street have established prevention programmes that could provide a sound basis for supporting children at risk of CSEC and trafficking; and act as a model for developing prevention initiatives with those working with CSEC, such as the Lifeline Outreach programme.

KWAZULU-NATAL POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Childline KZN, Durban (Linda Naidoo, 021 712 2330)			
Child abuse <i>[Data collection; prevention; identification and rehabilitation, particularly therapy]</i>	Only organisation to provide professional therapeutic services in KZN. Extensive experience in working with child abuse; established infrastructure and stable funding; very active in the children's sector	Comprehensive services include: crisis line; therapeutic services; programme for young sex offenders; court preparation; education and awareness-raising; training of professionals; advocacy; work with FCS.	Build CSEC and CT into record keeping (helpline and therapeutic cases); set up mobile caravans in hotspots (e.g Point Rd) for children to access social workers for counselling; develop programme focusing on drug abuse in Wentworth (cause of CSEC); develop a prevention project near Mahatma Gandhi Hospital in Unit 2, Phoenix - children at risk of CSEC from Verulam, Tongaat; Ndwedwe; Phoenix; Chatsworth; Umlazi
Child Protection Committee – Department of Social Development (Mrs Ndaba, 031 336 8700)			
Child protection issues in KZN <i>[Identification, withdrawal, rehabilitation]</i>	Includes a number of governments as well as NGOs	Work with a range of child protection issues, including vulnerable children on the street	Work with the Child Protection Committee to draft a policy for dealing with CSEC and CT or child labour more broadly; integrate into other broader policies
CINDI (Children in Distress) Network, KZN Midlands (Yvonne Spain, 033 345 7994, info@cindi.org.za)			
Network of organisations in KZN Midlands focusing on children affected by AIDS <i>[Prevention]</i>	Established network of 100 organisations; able to channel funds to appropriate organisations in area. CSEC & CT are not focus areas for the network or members	Varies by member e.g. Thandanani works with orphans and vulnerable children in their communities; Project Gateway provides enterprise, education and care programmes.	Network deals with vulnerable children who may be at risk for CSEC or CT; TECL could contact network to investigate possible collaboration on community-based prevention programmes
Department of Education (Mollie Kemp, 033 355 2111)			
Policy on alternative education for children on the street <i>[Prevention, rehabilitation]</i>	Government department	Proposing formal and alternative education programmes for children on the street	Support for pilot as a sustainable educational strategy that provides children at risk and children already affected by CSEC and CT with the opportunity to obtain an education
Khayaletu, Pietermaritzburg (Thulani Nzimande, 033 345 2970)			
Children on the street (boys) <i>[Prevention, rehabilitation]</i>	Established by Youth for Christ; only organisation for children on the street in Pietermaritzburg; strong link to KZN Street Children's Alliance	Street-based outreach; residential centre for boys; after-care; community-based prevention	Support Khayaletu's community-based prevention programmes; skills development programmes for boys at risk

KWAZULU-NATAL POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Lifeline Outreach – Ukuba Nesibindi, Durban (Sister Dudu Mafekeng, Brian Mchunu, 031 303 1344)			
One of few programmes in KZN with CSEC and CT as focus <i>[Prevention, withdrawal, rehabilitation]</i>	Have the support of Lifeline KZN; programmes limited to outreach, counselling, some skills development and literacy classes	Work with YECSEC (youth ending CSEC); street-based outreach; rehabilitation in the form of counselling, skills development	Assist in developing prevention component and supporting withdrawal (ability to assist children to leave CSEC limited due to lack of suitable shelter); assist with developing skills development programme; support partnership with Point Police Station
Street Wise (Sister Helena McKinney, Busi Shabalala, 031 791 2096)			
Children on the street <i>[Identification, rehabilitation]</i>	Begun in 1989; experience with working with vulnerable children; established bridging school for boys.	Community-based prevention; outreach in collaboration with Tennyson House; residential centre with bridging school; after-care services.	Draw on Street Wise's educational experience to support similar initiatives in other organisations; support the collaborative outreach programme
Tennyson House, Durban (Lindiwe Mdadane, 033 345 2970)			
Children on the street (girls) <i>[Prevention, identification; withdrawal]</i>	Run by Youth for Christ since 1996; began as shelter but developed into more comprehensive programmes; only shelter of its kind for girls in Durban	Street-based outreach; residential centre for girls; after-care; community-based prevention	Identify and provide support for girls involved in CSEC and CT, building on existing programmes; support community-based prevention

### 6.1.4 Western Cape

In the Western Cape, useful models of alternative education were identified. Lessons learnt from these models could be used to strengthen the educational rehabilitation components of programmes assisting children in CSEC and child trafficking.

WESTERN CAPE POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Anex-cdw (Juleiga Alfred, 021 638 3111)			
Child domestic workers <i>[Prevention, withdrawal]</i>	Anex-cdw does important work although small; good understanding of the issues and credible research. Very limited staff capacity – only 1 full-time staff member.	Research, awareness-raising, development of protocols, networking, prevention workshops in outlying towns, early intervention with respect to child domestic work, and withdrawal	Awareness-raising, identification of children
BEST (Chris Smith, Cape Youth Care, 021 531 6524)			
Alternate education and skills training <i>[Rehabilitation]</i>	Established programme, limited capacity in view of demand, subsidised by DoE	Alternative education	Liaise with BEST regarding lessons learnt to inform TECL's educational strategy



WESTERN CAPE POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Cape Town Child Welfare (Niresh Ramklass, 021 638 3127)			
Statutory work; child abuse <i>[Prevention, withdrawal, prosecution, rehabilitation]</i>	Established infrastructure; stable funding; access to 110 geographical locations where they presently work. Trained staff include social workers, auxiliary social workers and child care workers. Experience in residential care.	Undertake statutory work on behalf of the Department of SD. Numerous programmes, including "Eye on the Child", ECD, primary prevention, residential care and street children	Work only with children under 12 years BUT have received a growing number of requests to become involve in CSEC and CT issues.
Department of Social Service and Poverty Alleviation (Melanie Kelley, 021 483 4631)			
Statutory work; child abuse <i>[Prevention, rehabilitation]</i>	Government department, 16 district offices in province	Pilot project on sexual exploitation in Atlantis with Molo Songololo, multi-disciplinary training	Support for pilot project; improved access to funding for residential care
Learn to Live (Dan Brown, Salesian Institute)			
Alternate education and skills training <i>[Rehabilitation]</i>	Established programme, subsidised by DoE	Alternative education and skills development	Liaise with Learn to Live regarding lessons learnt to inform TECL's educational strategy
Molo Songololo (Patric Solomon, 021 762 5420)			
Children's Rights, CSEC and CT <i>[Networking, prevention, withdrawal]</i>	Already working in the field. Have done some research in the area of CT and CSEC; in initial stages of providing direct services to children in CSEC	Research, Atlantis project (prevention and intervention), lobbying and advocacy; member of the Trafficking Task Team	Liaise with Molo Songololo regarding anti-trafficking activities
Ons Plek (Pam Jackson, 021 465 4829)			
Girl street children, includes some CSEC and CT <i>[Prevention, withdrawal, rehabilitation]</i>	Adequate staff, very experienced, proven track record, especially in reunification. Very limited staff capacity Physical space in both their units is limited.	Prevention workshops in Assessment, counselling, education, and reunification	Direct services to children in CSEC and CT
RAPCAN (Carol Bower, 021 712 2330)			
Promoting children's rights; prevention of child abuse and neglect <i>[Prevention; prosecution]</i>	Substantial training unit (prevention); extensive experience with child abuse prevention; established infrastructure and stable funding. CSEC and CT currently not a significant programme focus	Child Abuse Awareness and Prevention; child rights and responsibilities; Child Witness Project (witness preparation and support); materials and resource development; prevention; prosecution (court support)	Prevention and awareness-raising activities; share lessons learnt in court preparation with others
St Michael's Home for Girls (Claudia van Niekerk, 021 797 4186)			
Abused and neglected girls found in need of care – statutory placements <i>[Withdrawal, rehabilitation]</i>	Proven track-record, and planning to provide specialised care to CSEC and CT victims	Assessment, counselling, education, and reunification	Programme still in planning stages in partnership with the Department of Social Services

WESTERN CAPE POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Western Cape Department of Education			
Formal education <i>[Prevention; rehabilitation]</i>	Government department	Provision of education	Suggested TECL partner with DoE and DSS to develop a pilot programme addressing CSEC and CT

### 6.1.5 Mpumalanga

The pilot projects in this province tend to focus on raising awareness of child trafficking for the purposes of CSEC and labour, as the study found it difficult to identify stakeholders with knowledge of these issues.

MPUMALANGA – POTENTIAL PARTNERSHIPS			
Focus area	Capacity	Programmes	Possible partnership
Amazing Grace Children's Centre, Mlélane (Grace Mashaba, Vusi, 013 790 0423)			
Children living on the street, children who have been trafficked <i>[Prevention; withdrawal; rehabilitation; co-ordination]</i>	Shelter for 70 children in Mlélane, Mpumalanga; shelter in Lenasia, Gauteng (approx 50 children) and feeding scheme in Limpopo; employs counter-trafficking officer	Shelter, assistance with schooling, advocacy, awareness-raising	TECL could support the Child Trafficking Charter being developed by the Centre – may form a platform for co-ordinating efforts against CT; develop prevention aspect of work; enhance rehabilitation programmes; assist Centre and other NGOs to access training in investigation techniques with children encountered so as to secure higher conviction rates.
Child Protection Forum, Enhlangeni Region (Department of Social Development)			
Child protection issues <i>[Networking and co-ordination]</i>		Co-ordinates efforts on child protection issues	More organisations should be made aware of this initiative, and similar fora should be set up in the other regions of Mpumalanga
Child Welfare SA (Mpumalanga) (Lenie Galloway)			
Abused and vulnerable children	Well developed organisation	Outreach projects and community cooperation	The organisation supports and trains communities around issues dealing with child abuse
Department of Education (Zodwa Mabusa, 013 766 5552)			
Life skills training	Government department	Provision of life skills training to vulnerable children in shelters and schools	Liaise with Department about lessons learnt from life skills training to inform TECL educational strategy; possibly support programme for possible extension

## Limpopo

A similar lack of programmes addressing child trafficking for sexual or labour purposes were found in Limpopo. The primary pilot projects suggested for this province include educating communities about CSEC and CT and training organisations to identify cases.

<b>LIMPOPO – POTENTIAL PARTNERSHIPS</b>			
<b>Focus area</b>	<b>Capacity</b>	<b>Programmes</b>	<b>Possible partnership</b>
Corridors of Hope (015 963 2012)			
Unaccompanied children crossing border from Zimbabwe	Small NGO	Counselling, links to social workers, peer education	Liaise with Corridors of Hope on scope for supporting direct services
Child Welfare South Africa (Bena Chiba, 011 492 2950)			
Abused and vulnerable children	Well-established and connected organisation. Starting projects in Limpopo	Training programmes in Giyani: focus on training volunteers to identify abused children	Giyani programme coordinator familiar with issues of CSEC and CT, and may identify cases as they emerge
Faranani Family Preservation Project (Peter Mabotja, 015 962 0992 )			
Children on the street	Organisation does not work with CSEC and CT, would require specific training on issues before it could work in field.	Providing services to children on the street, family reunification, income-generating projects, awareness-raising	The project's work may be extended to include focus on CSEC and CT. Organisation well placed to identify cases of CSEC and CT.
Operation Hunger (Mosengi Frans Themba, 013 265 1235)			
Poverty and hunger <i>[Prevention]</i>	Well-established programme	Income-generating projects, nurseries, partnerships with impoverished households	Prevention, possible role in educating communities
Department of Education: Early Childhood Development (Ms Farasane)			
Early Childhood Development	Government department	Child Friendly School Programme and Girls Education Movement	Providing girls with education and support regarding CSEC and CT

## 7. CONCLUDING OBSERVATIONS

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The objective of this report is to provide information on which TECL can base decisions regarding the design of pilot projects to address CSEC and child trafficking in South Africa. Some concluding observations on the focus and design of these projects are presented below.

### 7.1 FOCUS

A key criterion for the development of pilot projects sites is to identify areas with a high **incidence of CSEC and/or child trafficking**. This is particularly important when considering pilot projects that provide direct services. However, given the lack of quantitative data available (both in the literature review and amongst stakeholders), it is difficult to make definitive recommendations in this regard. Stakeholders' responses and the presence of organisations providing direct services suggest that CSEC is primarily a concern in the large metropolitan areas of Johannesburg, Cape Town and Durban, although an SAPS representative noted that given the influx of people from rural to urban areas in search of employment, CSEC and in-country child trafficking are likely to be a problem in most urban centres. Stakeholders in the different provinces tended to view CSEC as an issue of concern, but few were able to provide information regarding child trafficking. It is not clear if this is because a lack of awareness of the issue and the difficulty of identifying children, or because the prevalence of child trafficking in these provinces, compared to other challenges and vulnerabilities that children face, is relatively low.

Other criteria include the presence of partners with the **capacity** to assist in prevention, identification, withdrawal and/or rehabilitation activities, as well as the **existence of projects and programmes** in an area. There are more organisations focusing on child abuse in general than on CSEC or child trafficking in particular. While the boundaries are fuzzy, there is need for conceptual clarity because the way one addresses different problems, even if they are related, may differ. In practical terms, the laws governing parts of CSEC are different from the laws covering general child abuse. The ILO has a specific interest in CSEC rather than in child abuse more generally, because of its governing conventions.

The situation analysis identified several organisations working with CSEC in Gauteng, but few had programmes relating to child trafficking. For the most part, these were organisations for whom CSEC, or child abuse more generally, is a focus, but who come across trafficked children while doing this work. There were very few organisations focusing specifically on trafficking.

Nationally, the IOM works with cases of cross-border trafficking of both adults and children. In KwaZulu-Natal and the Western Cape, a limited number of programmes on CSEC or child trafficking were identified. In the brief scan of Limpopo and Mpumalanga, one organisation that works with trafficked children was identified in each province. In most cases these were community-based organisations responding to an identified need in the area.

These situational analyses do not claim to be comprehensive and may have missed other programmes in these provinces. However, the lack of programmes on CSEC and child

trafficking in some provinces leads directly to two questions regarding the development of the pilot projects:

1. Whether the pilot projects should focus on providing **direct services** to children involved in CSEC and child trafficking in areas where cases have been encountered; or whether, in the absence of statistics, the pilot projects should focus on informing policy or addressing the **broader social issues** that cause children to become vulnerable to CSEC and child trafficking, such as poverty and a lack of access to educational opportunities;
2. Whether the pilot projects should promote specialised services for victims of CSEC and child trafficking or integrate these activities into existing programmes assisting vulnerable children more broadly.

### **7.1.1 Direct Services versus Broader Approach**

While the interaction with government departments at a national (and provincial) level is crucial in developing a framework for eliminating CSEC and child trafficking, partnering with NGOs and CBOs that work directly with children involved in CSEC and child trafficking would allow TECL to provide direct assistance to these children while also testing new methodologies at a local level. The focus on a local level is particularly important since this is the level at which children need to be able to access assistance.

The response to this first question is relatively straightforward, in that TECL has the scope to combine these two approaches. For example, direct services may be supported in Gauteng, while a broader educational strategy that addresses the needs of children involved in or at risk of CSEC and child trafficking is developed in conjunction with the national and provincial Departments of Education.

### **7.1.2 Specialised Services versus Integration**

The response to the second question is less clear-cut. Stakeholders were, in fact, divided as to whether programmes for CSEC and child trafficking should be incorporated into more general programmes for children, or whether specialised programmes were needed. According to a stakeholder from Childline, it is preferable to treat children under broader programmes, mainly to avoid isolating and stigmatising the child, but also because there are common needs of any child who is abandoned, abused or neglected. The support required should therefore be identified from child to child rather than on the basis of the type of abuse.

However, others felt that children who were exposed to sexually exploitative situations in particular need specialised services because of the intensive therapy required and the stigma often attached to victims of CSEC. Some felt that these children could be admitted to the same facilities as other children but be provided with more intensive therapeutic programmes. A greater number of participants felt that specialised facilities were needed for trafficked children, at least in the first stages of intervention. In addition to their emotional and psychological needs, it was noted that services are often concerned about the negative effects that these children might have on others who have not been exposed to CSEC and the

associated lifestyle; some shelters also do not welcome CSEC and child trafficking children, as they can put other occupants at risk – especially when perpetrators try to re-establish contact with the children with violence and death as a possible outcome.

In practical terms, this question is answered in part by the existence (or lack thereof) of programmes focusing on CSEC and CT in the identified provinces. It is recommended that:

- Where possible (such as in Gauteng), TECL interventions should focus on partnering with those organisations that work specifically CSEC and child trafficking rather than organisations with a broader mandate. This will address the challenge of identifying cases of CSEC and child trafficking (as highlighted by a number of role players) and will ensure that confusion between cases of CSEC and child abuse is avoided.
- However, in provinces where such programmes are limited, such as KwaZulu-Natal, this approach is not feasible. In these cases TECL should consider working with a limited number of organisations with a broader mandate. In terms of providing direct services, partnering with one or two organisations that cater for children living on the street or vulnerable children more broadly would increase the possibility of identifying cases of CSEC and of trafficking for purposes other than CSEC and allow TECL to develop a profile of children involved in these activities. At present these are not issues that are given priority or attention and therefore it is very difficult to obtain accurate estimates of their prevalence. Service providers are also often not aware of the broader definitions of CSEC and CT (interviewees commonly define trafficking as involving cross-border movement) which further complicates estimates of prevalence.

It would also provide scope for developing prevention programmes aimed at children at high risk for involvement in child labour. By building a CSEC and child trafficking focus into existing organisations with a broader mandate, TECL will be able to address issues of sustainability and the considerable overlap that often exists between target groups. Those responsible for project design will have to balance the need to add value to the existing activities rather than reinventing wheels, and preventing the focus on CSEC and child trafficking being lost in other activities.

## 7.2 ADDITIONAL ISSUES TO CONSIDER

- **Improved information** is required and this can be built into various pilot projects. It involves increasing awareness of CSEC and child trafficking amongst the general public and organisations working with vulnerable children to improve their identification and recording of cases.
- Most of proposed pilot project sites are in **urban** or metropolitan areas. Insofar they cover trafficking, they probably represent the destination more than the source. The project designers should aim to incorporate a **rural** site and/or source site. Research could look into where the children come from so as to identify possible new pilot sites in source areas.
- The scan did not find a clear educational **strategy for dealing with out-of-school children**, although the Department of Education is committed to implementing the White Paper 6 on Inclusive Education. TECL should engage with the department to develop an

educational strategy that addresses the educational needs of not only out-of-school children who are at risk of entering into child labour, but also the needs of children who have been removed from child labour. This may require consideration of alternative forms of education and TECL should support further research into the experiences of alternative forms of education identified in this scan. TECL should also engage provincial education departments on these issues.

- **Skills training** should also be included as one aspect of rehabilitation, especially for older children who have lost out on a lot of education. Respondents emphasised the difficulty of convincing children involved in CSEC and children living on the street of viable alternatives to their current lifestyles. This requires organisations to provide both relevant training and job opportunities for children after they have finished their education and/or training.
- In respect of rehabilitation, it would be useful to distinguish between **rehabilitation of perpetrators** and rehabilitation of victims.
- One of the challenges of implementation identified in the environmental scan is the poor socio-economic circumstances of affected communities. These challenges are likely to be particularly acute when working with NGOs and CBOs that provide services to affected children on a local level, and potential a pilot action programmes will need to include some form of **capacity building and training** or skills development. By including this in pilot programmes TECL will be strengthening local capacity to monitor and manage action against CSEC and child trafficking.

## 8. APPENDIX A: LIST OF INTERVIEWEES

CIVIL SOCIETY ORGANISATIONS		
Organisation	Respondent	Designation
ACCESS	Karen Allen	Programme Coordinator
Amazing Grace Children's Centre	Grace Mashaba	Director
	Vusi	Counter-CT officer
Annex-cdw	Juleiga Alfred	Programme Coordinator
BEST Centre	Neil van Niekerk	Principal
	Chris Smith	Director: Cape Child & Youth Care
Cape Town Child Welfare	Niresh Ramklas	CEO
Cape Town Child Welfare	Lucie Cluver	Researcher
Child Abuse Action Group	Lucy Redivo	
Child Welfare SA	Megan Briedé	
Child Welfare (Mpumalanga)	Lenie Galloway	Provincial Manager
Childline SA	Joan van Niekerk	
Childline Mpumalanga	Benita Nel	Provincial manager
Childline KZN	Linda Naidoo	Director
CINDI Network	Yvonne Spain	Director
Children's Institute	Paula Proudlock	Manager: Child Rights Project
	Lucy Jamieson	Coordinator/researcher: Children's Bill Working Group
Children's Rights Centre (Durban)	Sharon Shevill	.
ChildrenFIRST	Debra Ewing	Editor
Department of Social Development	Francis Viviers	.
eNhlaneleni Care Centre (Dundee)	Thandi Zulu	Co-ordinator
Faranani Family Preservation Project	Peter Mabotja	Director
Food and Allied Workers' Union	Johannes Sebola	Union organiser
Grassy Park Community Police Forum	Phillip Bam	Chairperson
Human Rights Commission	Judith Cohen	.
International Organisation for Migration (IOM)	Karen Blackman	Senior Information Assistant, Pretoria
	Jonathan Martens	
	Asked not to be named	Project Manager, Western Cape
Johannesburg Child Protection & Treatment Services	Ingrid Smith	.
Khayaletu	Thulani Nzimande	Programme Co-ordinator
Khayaletu	Derrick Mabaso	Outreach Co-ordinator
Kids Haven	Moira Simpson	Director
Learn to Live	Dan Brown	Principal



CIVIL SOCIETY ORGANISATIONS		
Lerato House	Wilma de Beer	Co-ordinator
Lifeline Outreach Programme, Ukuba Nesibindi (Durban)	Sister Mofokeng	Programme Co-ordinator
	Brian Mchunu	Outreach Worker
Molo Songololo (Kenilworth)	Debora Mobylin	Advocacy and Lobbying Coordinator
My Love	Susan Rabinowitz	Worker
National Association of Child and Youth Care Workers (NACCW)	Merle Allsop	National Director
National Childs Rights Committee	Suchilla Leslie	
National Health and Welfare Council for the Gospel Church of God	Reverend L. Sanabria	
Nelson Mandela Children's Fund	Shadi Xaba	
	Adern Nkandela	
Network Against Child Labour (NACL)	Karen Allen	Programme Coordinator
	Oupa Mosikare	.
Office of the Rights of the Child	Mabel Rantla	.
One Life	Lindsay Thomas	Convenor
Ons Plek	Pam Jackson	Director
Operation Hunger	Mosengi Frans Themba	Programme coordinator
Paramount Child & Youth Care Society	Mmule Mothapo	Director
Pietersburg Child and Family Care Society	Vena Strauss	Director
RAHAB's Centre	Babalwa Makhawula	.
RAHAB's Centre	Kgopotso Nakin	.
RAHAB's Centre	Hilary Stevens	.
Resources Aimed at the Prevention of Child Abuse and Neglect (RAPCAN)	Carol Bower	Executive Director
SASPCAN	Jackie Loffell	.
Sex Workers Education and Advocacy Task Team (SWEAT)	Jayne Arnott	Director
Sithabile Child & Youth Care Centre (Johannesburg)	Nandi Msezane	Youth Participation Co-ordinator
Street Wise – Pretoria	Thabo Makoa	.
Street Wise Durban (Marianhill)	Sister Helena McKenzie	Fundraising manager
Tembe Club (Port Shepstone)	Trish Brauteseth	Co-founder
Tennyson House (Durban, Youth for Christ)	Lindiwe Mdadane	Programme Coordinator
The Homestead Projects for Street Children	Sandra Morreira	Director
	Gerald Jacobs	Street Worker
The House	Pinkie Mameshi	.

<b>CIVIL SOCIETY ORGANISATIONS</b>		
Thohoyandou Victim Empowerment Trust	Fionna Nicholsan	Director
Tivoneleni Vavasati AIDS Awareness Project	Catherine Baloyi	Director
Witbank Victim Support Centre	Louise Lloyd	Director
YMCA	Ricardo de Reuck	Outreach Manager
ACCESS	Karen Allen	Programme Coordinator

<b>GOVERNMENT DEPARTMENTS</b>		
<b>Department</b>	<b>Respondent</b>	<b>Division/Unit</b>
Correctional Services (Gauteng)	Anne Hesselink Louw	
Education (National)	Charles Wilson	
	Jubes Vilakazi	
Education (National)	Mariee Schoeman	
	Mkhuseli Nanise	
Education (Gauteng)	Anthony Meyers	
Education (KwaZulu-Natal)	Mollie Kemp	Psychological, guidance & special education services
Education (Limpopo)	Ms Muemi	Early Childhood Development
Education (Mpumalanga)	Zodwa Mabusa	Psychological, guidance and special education services, inclusive education
Education (Western Cape)	Peter Fenton	Manager HIV/AIDS; Life Education Curriculum; Chief Education Officer
Health (National)	Ray Mohlabi	
Health (KwaZulu-Natal)	Mrs Nyman	Child Health
Health and Social Services (Mpumalanga)	Jake Mbonane	
Justice (National)	Corlia Kok	
	Bridgette Shabalala	
Labour (National)	Anne Marie van Zyl	
Labour (Gauteng)	Beverley Homan	
	Khosi Radebe	
Labour (Gauteng)	Battlet Kubyana	
	Mmapuso Diana Maine	
Labour (Limpopo)	R Tshishivheli	Director labour inspectors
Labour (Mpumalanga)	Analise Pretorius	
Safety and Liaison (Gauteng)	Yoland Ruiters	
Social Development (Gauteng)	Mrs Morris	

<b>GOVERNMENT DEPARTMENTS</b>		
Social Development (Gauteng)	Mr Human	
Health and Social Development	Ms Ivy Sekwane	Child Welfare
	Mr Matiba	Child Welfare
Social Welfare & Population Development	Mrs Nokuthula Gumede	Director, Social Welfare Services (Durban Regional Office)
Social Services and Poverty Alleviation	Debbie van Stad	Programmes and Policies
	Cheryl Blanckenberg	Provincial Child Protection
	Nomfundo Nabela	Operational Support
National Prosecuting Authority (NPA)	Nolwandle Qaba	
	Adv. Bronwyn Pithey	Senior State Advocates, specialist Prosecutors in the Sexual Offences Courts
	Adv. Mark Kenny	
National Treasury	Daniel Plaatjie	
Office of the Premier (Limpopo)	Ms Mailula	
South African Police Services (SAPS)	André Neethling	CPU
	Captain Linda	
	Captain Belinda Bolte	KZN Crime Prevention
	Asked not to be named	Point Police Station
	Sup. Rita Retief	WC Skills Development, Training Research and Development
	Virginia Mahlangu	Middelburg Child Protection Unit

## 9.1 SOUTH AFRICAN COUNTER TRAFFICKING ASSISTANCE PROGRAMME (SACTAP)

This IOM programme is a combined public awareness and outreach/rescue initiative. It consists of two main strategies – a poster campaign called ‘Seduced, Imported, Sold’, alongside the country’s first counter trafficking helpline. The main focus of the programme is cross-border trafficking, although domestic trafficking is also dealt with.

The aims of the poster campaign are as follows:

- to raise the level of public awareness about the trafficking of persons to South Africa;
- to encourage members of the public to report known or suspected cases of trafficking; and
- to inform victims of trafficking and commercial sexual exploitation that they can seek direct help by calling a national, toll-free, 24-hour helpline: 0800 555 999.

A trafficked person, or a concerned member of the public, can call the hotline, and an English-speaking operator commences the process of gathering information. The caller will be asked to describe their circumstances and location so that the operator can assess how IOM may be able to offer help. If the caller cannot speak English, a voice mail service will prompt a foreign language caller to leave a message in Shangaan, Portuguese, French, Swahili, Mandarin, Russian or Ukrainian. Foreign language messages are reviewed every twelve hours, and the IOM attempts to respond to the best of its capacity.

Once the call is lodged, SACTAP offers various services which include arranging direct emergency assistance; providing professional trauma counselling telephonically; and providing referrals should the caller be a victim of abuse, and not necessarily trafficking for the purposes of sexual exploitation;

The call-log can be used to compile a statistical baseline, which can later be developed into a database. SACTAP offers assisted voluntary return and, in some cases, covers the full cost of the person returning home. Assistance also includes helping victims with accommodation and food. Therapy is conducted by counsellors who have an in-depth understanding of the trafficking process. Because many trafficked people are illegal immigrants, one of the aims of the hotline is to assist victims with documentation from immigration authorities so that they have access to counselling services etc. SACTAP also negotiates network assistance with shelters.

## **9.2 RAHAB'S CENTRE AND YITHUBA LAMI**

The overall approach of Rahab's Centre is to attempt to address the physical, emotional, and spiritual needs of young girls vulnerable to CSEC. The term Yithuba Lami signifies 'my opportunity/ my turn' implying that every child has a chance to develop and grow. The Centre was founded by a Catholic nun in 1998. It operates as a drop-in centre whose main function is the prevention of CSEC and child trafficking amongst sexually exploited women and girls, as well as street children more generally.

There are currently two outreach programmes along ten streets in Johannesburg (sites include Hillbrow, Market Street, Jeppe Street and Fordsburg). Volunteers are on the streets, in hotels, and brothels visiting their target groups. They provide information, and extend invitations to girls to come and visit the drop-in centre. They also give the girls brochures and Rahab's contact details. Twice a day (day and night) the volunteers visit women and girls to educate them, disseminate information, and speak to them in order to build relationships and form a support group. In addition, a social worker from Metropolitan Evangelical Services (MES) facilitates health workshops once a week for the girls.

Rahab also manages a simple database and uses this to trace the whereabouts of the girls. The first contact is guided by a structured interview where biographical and general information is collected. When the girls are referred to shelters, the shelter also receives a copy of the biographical data as well as the child's background and story. Rahab has documented their success stories, and is still in contact with many of the girls it has assisted. It provides an opportunity for these young girls to become involved in supporting others by conducting peer-to-peer training and sharing their life stories in schools and shelters with other vulnerable children.

Rahab has links with a range of shelters and places of safety to which it can refer the girls it assists. One of their partners is MES, a section 21 company with 107 full time personnel. MES runs a range of programmes. The most relevant of these for the present purposes is the Othandweni Street Youth programme, which provides entrepreneurial training, job placement and follow up, as well as life skills training (literacy, numeracy, art, sports and recreation).

## **9.3 MOLO SONGOLOLO'S ATLANTIS PILOT PROJECT**

Molo Songololo's prevention and early intervention project for victims of sexual exploitation in Atlantis aimed to: (a) conduct a situational and needs analysis; (b) develop a prevention and intervention strategy for dealing with sexual exploitation of children and young people; (c)

- Dangers to staff posed by pimps and gangs, drug addiction and peer pressure further hampered contact with children;
- Lack of support services in the area to meet the needs of sexually exploited children;
- Children involved in the case study are highly dependent on Molo;
- No exit strategy was devised for the end of the pilot project and Molo struggled to find other organisations in the area willing or able to take on the work.

The project will continue but in a modified form based lessons learnt. The organisation noted that lay counselling at school and mobilising youth groups such as 'It's Your Move' (a Molo-initiative in Atlantis) had proved successful in their experience.

## **9.4 BASIC EDUCATION AND SKILLS TRAINING CENTRE**

The Basic Education and Skills Training (BEST) Centre is a Day Community Learning Centre which follows the ABET curriculum and is housed in rented premises at Milner House at the Marsh Memorial Homes in Rondebosch. It is a project school for grade- and age-inappropriate learners.

The programme at BEST Centre caters for a wide spectrum of young people who are age-inappropriate in most cases and come from children's homes, townships, shelters, organisations like Ons Plek, sponsors, various suburbs of Cape Town, mainstream schools, referrals from social workers and private applications from parents or guardians who are looking for schools for their children. The Centre does not advertise but is nevertheless inundated with enquiries and applications. It feels that this large demand demonstrates the great need for centres like BEST Centre.

The BEST Centre provides a literacy and numeracy programme in line with the Western Cape Education Department's education curriculum policies for ABET Centres. The Centre offers 8 learning areas at Level 4 of the National Qualifications Framework (NQF). All candidates are screened and assessed before admission. The assessment results in an individual development plan (IDP) which takes into consideration the educational and vocational potential of each learner.

The Centre operates during the day for young people between the ages 14 and 20 years of age. At present the Centre caters for 40 learners who are taught by three full-time and three part-time educators. It plans to maintain its existence as a small and manageable unit, which caters for a maximum of 30-40 learners. BEST is registered as an independent school in

BEST sees its services as helping to divert troubled youth from disadvantaged communities away from the criminal justice system and prevent them from making anti-social life choices. The Centre aims to inculcate positive self-images in these youth so that they develop a sense of dignity and personal well-being and ultimately fulfil a meaningful role in the economy and society as a whole. The Centre educates learners in basic academic work, after assessment and placement at the correct entry level. It fast tracks them through different levels, depending on the individual pace of each learner, concentrating on life skills training, and positive self-image building and the generating of a sound value system. The ultimate aim is for the youth to obtain a General Education and Training Certificate (GETC - Grade 9) that should open further opportunities for advancement.

The Centre provides a counselling support service and careers guidance so that after completing the GETC the youth can further their studies at Further Education and Training (FET) Colleges or similar institution of education to qualify in a realistic career path of their own choice. It is also possible for youth to enter learnerships and with the help of sector education and training authorities (SETAs) qualify in specific careers by doing in-service training and special courses appropriate to their chosen careers. Where learners prove that re-entry into mainstream education is possible, BEST assists them in making this transition.

The BEST curriculum includes life orientation as one of the learning areas. This curriculum includes modules on Healthy Lifestyle and Life and Value Choices as well as on HIV and Aids. Further support is also provided at a personal level and, if necessary, outside agencies (such as SWEAT, the Triangle Project, Parent Centre etc.) are asked to provide specific support.

## **9.5 SALESIAN INSTITUTE'S LEARN TO LIVE**

Learn to Live provides an educational programme for children aged 7-16 years and workshops in skills training for youth aged 16 years and above. The children, boys and girls, come to the programme from the streets and from shelters and assessment centres around the city. The initiative forms part of the Salesian Institute's broader empowerment programmes. The programme describes its aims in respect of the children and youth as being "to improve their self-image, reduce their aggressiveness and bring structure into their lives through education. We aim to develop the potential for various technical skills and to ensure the placements, support and employment of older children after completion. The ultimate goal is to re-integrate street youth into mainstream society, armed with the technical and social skills they have so long been deprived of."

coordinator. Learner numbers average approximately 65 boys and girls in the school per day with numbers sometimes reaching up to 90 per day. The skills training workshops averaged 25 youth per day in mid-2005, with an additional intake of 15-20 expected after September 2005.

Learn to Live's curriculum is registered with the Department of Education and the University of South Africa (UNISA). Examinations can be written and certification through UNISA awarded to youth who complete this course. All materials are registered with the Education and Training Qualification Authority (ETQA) and ETDP (Umalusi) and the Department of Education. Instruction levels for those aged 16 and above are ABET-based. The levels for both numeracy and literacy start from level 1 Basic and learning instruction is available for youth to progress to ABET level 4.

Through negotiations with communities, NGOs, business and the SETAs, the Salesian Institute has secured learnerships for youth in leathercraft and woodcraft. Employment opportunities in welding have also been secured. Bricklaying training is part-sponsored by the SETA and the Projects Office and at the time of the interview in mid-2005 20 placements had been secured with construction companies.

## **9.6 KZN DEPARTMENT OF EDUCATION**

Unlike the previous two cases studies which are civil society initiatives, this initiative is a pilot project envisaged by the KZN Department of Education for providing education to out-of-school children. While the project does not specifically address CSEC or CT, the KZN Department of Education has committed itself to providing education to out of children who are vulnerable to abuse and exploitation.

An inter-sectoral, consultative process was followed in developing the frame and the intention is to pilot the programme in 2006.

The draft discussion document on the project identifies three broad categories of work with children living on the street, namely prevention work in communities the children originate from, rehabilitation (which includes outreach, drop-in centres and shelters) and follow up support (where children are return to their communities). The suggested model for providing education to these children identifies a further three areas in which the Department of Education can engage:



This would build on the Department of Education's plans to develop full-service schools in each district that are able to meet the needs of children that experience barriers to learning.

- **Children Living on the Streets**

This would involve taking the school to the streets in the form of mobile schools that could go to the areas in which children living on the street congregate. It would require a full assessment of the children's educational levels and well-trained educators who are able to teach at all levels and manage specific behaviour problems (this is particularly important in relation to the emotional and learning difficulties children in CSEC and CT may face). An adapted curriculum based on remedial education would be used, and several Directorates within the Department of Education (namely Curriculum; psychological, guidance and special education services; Adult Basic Education and Training as well as Arts and Culture and Sports and Recreation) would need to be involved in developing this.

- **Children in Shelters Who Are Not Able to Attend Formal Schooling**

The strategy for providing education to this group of children involves developing learning sites that can support a cluster of shelters and a bridging programme that covers the following formal education bands:

- General Education and Training (Grade 9 and 10); includes life orientation learning
- Further Education and Training (Grade 11 – 12)
- Adult Basic Education and Training (ABET – there are also programmes that focus on youth)

The bridging programme would have to take into account the varying education level and special needs of these children. It would include both practical and academic learning processes and would either include tutoring to assist children to re-enter formal schooling, or develop basic literacy and numeracy skills to prepare children for appropriate subsequent skills training.

<sup>2</sup> <http://www.volunteerchildnetwork.org.za/home.php3?item=organisations&theprovince=2#>

<sup>3</sup> Clacherty, G (2003). *Children in Musina: Their Experiences and Needs*. Unpublished report, commissioned by Save the children Sweden.

<sup>4</sup> The subsidy amounts to R22 per child per day for 35 children