

**In-depth analysis of the situation of  
WORKING STREET CHILDREN**

**in St. Petersburg 2000**

**ILO/IPEC Working Paper**

**INTERNATIONAL PROGRAMME ON THE  
ELIMINATION OF CHILD LABOUR  
INTERNATIONAL LABOUR OFFICE ST. PETERSBURG**

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Children washing cars during a traffic jam  
at the Fontanka embankment

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Cargo handler at the Sennoy market

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## **PREFACE**

Working street children can be considered one of the most important and serious social problems for contemporary Russia. The economic crisis has brought rapid changes to the paradigm of social development. Major transformations in the values system of the Russian people have accompanied this crisis and as a consequence a phenomenon has arisen which is quite new to Russia: neglected and homeless children. Children torn away from their families and left helpless in a hostile street environment have become not only a cheap labour force but also easy victims for the criminal world. Efforts by the State and non-governmental organizations to help these children are often ineffective due to lack of both understanding of and research into the problem. This report on St. Petersburg is one of the first attempts to carry out a thorough analysis of the problem of working street children in a modern Russian metropolis.

This report has been prepared with the support of the International Labour Organization within the framework of its International Programme on the Elimination of Child Labour (IPEC). The main aim of the research is to provide a quantitative and qualitative evaluation of the experiences of working street children; to examine the social and economic issues behind the problem; to evaluate the types and forms of child labour; and to focus on the dangers to children's health and to their physical, moral and intellectual development. The report concludes by proposing ways to solve the problem of working street children.

Research data are based on in-depth individual interviews conducted with the children themselves, as well as with their employers. In total, 1003 working street children were interviewed<sup>1</sup> during the research, including children involved in the worst forms of child labour, such as prostitution and drug trafficking. The 50 employers interviewed represented a cross-section of the formal and informal economy. Expert polls of specialists on this problem were conducted, among whom were 88 people from State and non-governmental organizations providing assistance to working street children, State and local authorities, and representatives of law enforcement agencies.

The core research group consists of scientists and professors from the Department of Sociology at St. Petersburg State University. Employees of the Leontieff Centre, the Institute of Problems of Regional Economy, Russian Academy of Sciences, and the Federal State Enterprise "Russian Scientific Centre of Local Self-Government" (North-Western Branch) also helped carry out the research work. Among those authors who contributed to this report are S. Ivanov (team leader), A. Boukharov, V. Smirnova, S. Snopova, E. Tishin, T. Vlasova, and E. Voronova.

We would like to address special thanks for support given by ILO-IPEC colleagues, and in particular Pirjo Mikkonen, Klaus Guenther and Alexei Boukharov.

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<sup>1</sup> Including those children who work independently

## 1. SUMMARY

The problem of child labour performed by street children is becoming very serious in St. Petersburg. It has been accelerated by the general social and economic upheavals experienced by Russia during the last decade. The collapse of the Soviet Union led to a mass migration to cities and an economic crisis that left many families below the poverty level with inefficient and insufficient social assistance for those who needed it. This resulted in the return of a long-forgotten phenomenon in modern Russia — neglected<sup>2</sup> and homeless children. The public does not acknowledge the seriousness of this problem: according to public opinion in St. Petersburg, street children<sup>3</sup> are not considered a priority issue for the city. Experts believe that the media pays too little attention to the problem, although it is obvious that its social consequences are quite disastrous.

According to expert opinion, 40 to 50 thousand children under 13 years of age work in St. Petersburg. The majority of working children cannot be considered disadvantaged. They live in families, study at school and work in their free time. Work for them is simply a means of obtaining some money for things they want to buy or to get more pocket money.

Experts<sup>4</sup> estimate the number of working street children in St. Petersburg to be between 10 and 16 thousand, broken down as follows:

- 50-70 per cent of the total number of street children are under 13;
- nearly all street children under 13 can be regarded as working children as they collect bottles and refuse (the seasonal work of picking and selling berries and mushrooms, etc. is considered as labour);
- among working street children under 13, 10 to 30 per cent are involved in illicit activities (trade in stolen goods, drug trafficking, etc.);

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<sup>2</sup> Neglected children are defined in RF Law of 24.06.99 No 120 "On Prevention of Child Homelessness and Juvenile Delinquency" as those who are no longer considered to be under parental or state custody, who do not have housing, and are out of the educational system's control.

<sup>3</sup> Street children are defined in the above-mentioned RF Law as those who are not completely out of parental or state custody, but spend most of their time on the street. This research examines those street children under 13, one of the IPEC priority target groups (and for children involved in prostitution, up to 18 years).

<sup>4</sup> Specialists from state and non-governmental organizations providing assistance to working street children, state and local authorities and representatives of law enforcement agencies.

- working street children under 18 involved in prostitution account for 20 per cent, although some experts believe the figure may be as high as 35 per cent.

Although Russia has ratified ILO Convention No. 138 and national legislation does protect children from exploitation, there is still a demand for a child labourers within the labour market. Ten per cent of employers interviewed admitted that they had started to use child labour; often the children are either looking for jobs themselves or are encouraged to work by their parents.

In most cases children look for work for economic reasons. Two out of five working street children interviewed said they only worked in order to buy food (42.0%). One child in four worked to help his or her family (parents (22.1 per cent) or brother/sister (3.5 per cent)). In a more critical situation are the street children who work “to survive”, who work under threat, or who earn money to buy drugs. Of the children interviewed, 0.9 per cent stated that they worked under threat. According to Convention No. 182, these children can undoubtedly be considered as involved in forced or compulsory labour, or labour “which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children”. The eradication of these forms of labour, as well as of child prostitution and engagement of children in illicit activities, must be given priority attention.

Experts identified some 30 different activities where child labour is used. These are in the following sectors: transport (car washing, service at filling stations and in car workshops); trade (selling newspapers, selling various items on the street, in markets, etc.); and shop work (accessory work in shops, unloading goods, guarding goods, etc.). The main criminal activities in which children are involved were: dealing in and transporting drugs; selling stolen goods; prostitution and pornography production. Many working street children survive by collecting refuse (paper, empty bottles and cans, etc.). Picking and selling mushrooms and berries are regarded as seasonal employment.

The average duration of a street child’s working day is 5.9 hours, but street children generally have to work longer hours. Of the street children interviewed, 55.5 per cent said they sometimes had to work 6 to 8 hours a day; 33.8 per cent could remember a situation where their working day lasted 8 to 12 hours (33.8 per cent); and 11.8 per cent sometimes had to work more than 12 hours a day.

Employers estimate the average duration of a child’s working day to be 5.5 hours. But one quarter of employers interviewed admitted using child labour at night, which is additional evidence of the violation of Russian labour legislation.

According to expert evaluations, 77.9 per cent of working street children are involved in labour which is dangerous to their health. Twenty per cent of employers admitted some instances where children had been subject to physical punishment, and 8 per cent said that this happened fairly regularly.

The earnings of working street children are not substantial. Children working in the trade sector often earn from 10 to 200 roubles per day. The polls of employers confirm these data. Most employers interviewed said that the average rate of pay for child labour ranges from 40 to 100 roubles per day (83.8 per cent). One third of the respondents quoted 50 roubles as the most widely used daily payment for child labour.

Even children involved in prostitution often state that their income is enough “only for food” — and in the case of drug addiction, “only for a fix”. Nearly all children interviewed admitted that money is the most common form of payment, although sometimes payment can be in the form of food, alcohol, cigarettes, or even drugs. For children involved in prostitution, the lowest payment for one sexual contact is 30 roubles, the highest — 3 000 roubles, and children involved in drug dealing receive between 100 and 500 roubles per day.

Solving the problem of child labour on the street requires a comprehensive social and economic approach. Data obtained from interviews with working street children show that many of them would neither want to live in a family nor stay in an orphanage, and therefore new structures should be established to provide rehabilitation and other options for such children. First, a network of social workers trained to work with street children should be developed. Children who do not want to live in a family or orphanage should have access to hostels and be provided with bedding, food and elementary services (laundry). Many children stated they were awaiting access to such establishments, where they could just go to spend a night, and continue to work as they usually do. The network of hostels and shelters needs to be enlarged, and the procedure for child registration should be simplified. Daytime centres should be opened close to those places where most working street children spend their time. Those children who do not want to live in an orphanage are often willing to be placed with foster families and in this connection, within orphanages, family educational groups and smaller private family homes should be set up (based on the Foundling Hospital experience, for example). Foster families should be under the supervision of psychologists, doctors and pedagogues.

At the city level, activities of the State and non-governmental organizations aimed at addressing the problem of street children should be better coordinated, and it would be useful to establish an inter-agency committee to develop regulations and

coordinate such activities. This committee could constitute a social partnership for all bodies concerned with the problems of street child labour, as it is vital to coordinate the work of state bodies with that of non-governmental organizations, local authorities and the church. According to experts, non-governmental organizations such as Doctors of the World (the United States), Medecins du Monde (France), the "Rainbow of Hope" day centre, the The Regional Public Charitable Foundation "Child Protection", the "Shore" shelter, and regional charitable organizations such as "Revival" and "Parent's Bridge" are most active in helping street children. The efforts of religious institutions and churches should be expanded and supported as working street children need not only financial help but also spiritual support. Saint Gregory Foundation, the charity "Give the Child a Chance", the St. Petersburg Eparchy of Moscow Patriarchy, parishes of the Russian Orthodox Church, the St. Petersburg Brotherhood of Saint Anastasia and other church organizations have the experience for providing working street children with viable help.

An important aspect is constant monitoring, including regularly gathering and analysing information about working street children. Various St. Petersburg sociological centres and institutions could become involved in such work, namely the Department of Sociology at St. Petersburg State University, the Sociological Institution of Russian Academy of Sciences, the Institute of Problems of Regional Economy, the Leontieff Centre and others. The public should be informed about the results of such monitoring and the media should support the efforts of the coordination committee and other interested parties to help solve the problem of child labour performed by street children.

## 2. SCOPE OF THE PROBLEM

Many people consider St. Petersburg to be the cultural capital of Russia. It is famous not only for its history, cultural monuments and art collections but also for the special mentality of its population. The economic crisis of the last decade has transformed moral codes and collapsed the traditional value system. Signs of economic stratification are clearly visible: in addition to the new luxurious business premises, street vagrants, homeless and neglected children have appeared in the city. The rapid growth in the number of working street children constitutes a serious social problem. In St. Petersburg children who have to earn their own living have become the cheapest manpower on the labour market, and some get involved in illegal spheres such as drug dealing and pornography production. Unfortunately, the laws aimed at protecting the rights and health of children are often ignored, especially when the incentive to work comes from either the children themselves or their parents.

Russian labour legislation does not permit the employment of persons under 15 years of age (with some exceptions for children aged 14, when parental consent is required). These exceptions cover only "easy labour, not harmful to one's health and not violating the educational process". Such labour aims "to prepare young people for productive labour... in time free from their studies"<sup>5</sup>.

In 1979 Russia ratified the ILO Minimum Age Convention, 1973 (No. 138), which states that the minimum age for employment should not be lower than the age at which compulsory education is completed. According to the Russian Federation Law "On Education", the compulsory education is valid until the age of 15 if the student has not received the necessary education previously<sup>6</sup>. Countries that ratify Convention No. 138 (including Russia) undertake to pursue national policies aimed at the eradication of child labour and a gradual rise in the minimum age for employment.

The ILO Convention No. 182 on the worst forms of child labour, adopted in 1999, became an important normative tool in fighting for children's rights and came into force on 19 November 2000. Countries that ratify Convention No. 182 (Russia has not ratified Convention 182), must take immediate measures to eliminate the worst forms of child labour, which the Convention defines as follows:

- all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulso-

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<sup>5</sup> See article 173 of the Labour Code of the Russian Federation.

<sup>6</sup> See Russian Federation Law "On Education", paragraph 19, item 4.

- ry labour, including forced or compulsory recruitment of children for use in armed conflicts;
- the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; and
- 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.

The norms of ILO Convention 138 reflected in Russian law, in particular in the Labour Code of the Russian Federation, restrict the employment of persons under 18 years of age for hazardous work in dangerous or harmful working conditions. This includes underground work and jobs harmful to a child’s moral development (gambling; night clubs and cabarets; the production, transportation and distribution of alcohol, tobacco, drugs and toxic substances).<sup>7</sup>

However, the existing law forbidding child labour does not always prevent it. For example, laws against prostitution only protect children who are under 14 years of age. According to the Criminal Code of the Russian Federation, a non-violent sexual contact with a child (including intercourse) is considered a crime only if the child is under 14.

Table 1

**Expert opinion on the awareness level regarding street children and child labour**

Variants of the answer	%
Such a problem does not exist, a fuss is being made about nothing	4.8
Too much attention is paid to this, there are many other more important problems	3.6
There are other equally important issues	9.5
The public is adequately informed about this problem	53.6
The public is purely informed about this problem	20.2
There is no information at all, the problem does not receive sufficient attention	8.3

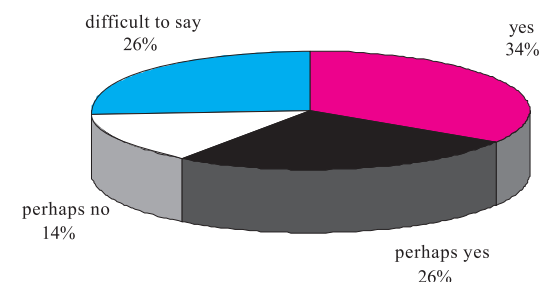
<sup>7</sup> See article 175 of the Labour Code of the Russian Federation.

Awareness of these important social problem is limited and social polls indicate that child labour occupies only the fifth or sixth place on the list of the city concerns. People living in St. Petersburg are more worried about inefficient public utilities, bad roads, homeless people near the metro and railway stations, and conditions in the city centre.

At the same time direct participants in this process — employers of street children — regard child labour as one of the serious social problems in the city.

Diagram 1

**Employers’ answers to the question : do you consider child labour to be a problem for our city?**



Thus more than half the employers interviewed either agree that child labour is a problem and consequently it must be solved (34 per cent), or partially support this view (26 per cent).

Experts are more direct in declaring the seriousness of this problem. According to the poll data presented in Table 2, 55.8 per cent agreed that the main problem was not that the child was spending his/her time on the street but that he/she became the object of exploitation. The problem is that children are used as cheap manpower, exposing their physical and moral health and sometimes even their lives to danger.

Besides insufficient public awareness of the problem, experts express their dissatisfaction with the organizations directly responsible for the situation and people dealing directly with children and adolescents (social workers, representatives of law enforcement authorities, psychologists, sociologists, education specialists, medical workers and so on).



Table 2

**Experts' answers to the question: "Apart from the problem of street children as such in St. Petersburg, is there also a problem of employment and exploitation of street children?"**

Variants of the answer	%
Yes	55.8
Perhaps, yes	18.6
Perhaps, no	12.8
No	7.0
Difficult to answer	5.8

Table 3

**Experts' answers to the question: "Is enough attention paid to the problem of child labour by the following organizations?"**

Types of organizations	Variants of the answer		
	Yes	No	Difficult to answer
City administration, represented by different committees <sup>8</sup>	23.0	65.5	11.5
Local authorities	17.2	73.6	9.2
Law enforcement authorities	40.2	48.3	11.5
Trade unions	2.3	72.1	25.6
Employment service	40.2	47.1	12.6
Public organizations	25.6	41.9	32.6

Table 3 shows that efforts of law enforcement authorities and employment services received the highest number of positive evaluations, while trade unions pay the least attention to the problem. The response from local authorities involved with child custody was also low, with nearly two thirds evaluating their work as insufficient. Perhaps more attention should be paid to the role of local authorities who have considerable influence with children and their families and have sufficient flexibility to address individual cases.

<sup>8</sup> St. Petersburg as a Federal State has ministries that are called Committees

### 3. SITUATION ANALYSIS OF WORKING STREET CHILDREN IN ST. PETERSBURG

#### 3.1 Structure of the working children contingent

##### 3.1.1 Demographic characteristics of working street children

There have been conflicting reports concerning the number of street children in St. Petersburg. According to data presented in 2000 by the Committee on Family, Childhood and Youth Issues, there were between 500 and 1500 neglected and homeless children and 12700 adolescents registered with the police.<sup>9</sup> The 1999 report "Children of the Streets of Saint Petersburg", prepared by Medecins du Monde (a non-governmental organization) showed that they registered 605 street children in just one of their help centres (Petrogradsky district, Lakhtinskaya ul. 7). A poll among experts, conducted during this IPEC study in July-September 2000<sup>10</sup>, showed the total number of street children in St. Petersburg to range from 10000 to 16000.

The specific features of the working street children group are as follows:

- 50-70 per cent of the total number of street children are under 13;
- nearly all street children under 13 can be regarded as working children since they collect bottles and refuse (the seasonal work of picking and selling berries and mushrooms, etc. is considered as labour);
- among working street children under 13, 10 to 30 per cent are involved in criminal activities (trade in stolen goods, drug trafficking, etc.);
- the number of working street children under 18 involved in prostitution is estimated to be 20 per cent, although some experts believe the figure may be as high as 35 per cent.

During this IPEC study, 1003 children were interviewed. Most of the children were working in legal sectors of the economy, such as trade, loading and unloading, guards, etc., and 65 per cent were under the age permitted for any kind of employment. Children involved in prostitution (120) and in illicit activities, such as drug trafficking and selling stolen goods (28) were also interviewed.

<sup>9</sup> Youth situation in Saint Petersburg. Problems, tendencies, perspectives. Annual report, materials for discussion, part 2. - SP Centre for Strategic Analyses of Public Processes, 2000, p. 59.

<sup>10</sup> 88 specialists working with street children were interviewed during the above mentioned IPEC study, along with working street children and their employers.

The target group of the poll were children and adolescents from 3 to 18 years old, two thirds of whom were between the age of 11 and 13<sup>11</sup>. They usually earned money by working at the markets, trade areas near the metro stations, railway stations, filling stations, etc. Older children interviewed (16–17 years old) were more often involved in illicit types of street activities. With one exception, there were no children under 11 years old involved in illicit activities (see Table 4).

Table 4

**Age structure of working street children participating in poll (%)**

Age (years)	All participants	Children involved in prostitution	Children in drug trafficking*
3-6	1.1	-	-
7-8	3.2	-	-
9-10	15.7	0.9	-
11	12.9	-	-
12	24.0	5.3	9.1
13	28.3	5.3	36.4
14	4.8	13.3	9.1
15	2.0	11.5	9.1
16	2.5	19.5	9.1
17	4.4	33.6	27.3
18	1.2	10.6	-

\* All information on this group of working street children is only a reference and is not representative, due to the small sample surveyed.

Children start working on the street at different ages and under various circumstances. Some children start working on the street as early as 6–7 years old, but the majority of children start between the ages of 9 and 11. Usually children become involved in illegal spheres as they grow older. The results of the poll show that roughly half the children selling drugs started doing this at the age of 12, and two-thirds of those involved in prostitution started between the ages of 12 and 15.

<sup>11</sup> The youngest working street children interviewed were 6 years old.

Table 5

**Distribution of children by the age at which they start working on the street (%)**

Age (years)	All participants	Children involved in prostitution	Children in drug trafficking
6	6.5	-	-
7	7.7	0.1	-
8	11.0	-	-
9	12.6	1.8	-
10	22.5	7.2	18.2
11	17.3	4.5	9.1
12	10.9	10.8	45.5
13	4.0	12.6	9.1
14	2.3	16.2	9.1
15	3.0	26.1	9.1
16	1.4	12.6	-
17	0.8	7.2	-

The majority of working street children are boys (75 per cent). They constitute the majority of children in drug trafficking, while girls make up the majority of children in prostitution (88 per cent). Most of the working children were born in St. Petersburg (78.5 per cent). Of the children involved in prostitution, 31.3 per cent came from other places (mostly from Leningrad region and other parts of Russia). No children from other towns were involved in drug trafficking, although it is possible that some of this group of children could be involved; therefore more extensive research should be carried out in this area.

Many children working on the street to some extent lose touch with schools and stop their compulsory education. Only 66.8 per cent of respondents studied regularly, while others drop out of school either temporarily or for good. Table 6 gives details of the numbers of children studying.

Among children involved in illicit activities and prostitution, the percentage of those regularly attending school decreases considerably. For example, only 30.7 per cent of respondents involved in prostitution attend school regularly; for drug sellers this figure is 45.5 per cent. In these groups about one third of children have not been to school for 2–3 years. It means that in fact they have stopped receiving any education at all.

Table 6

**Children's answers to the question:  
"Have you been to school over the last year?" (%)**

Variation of answers	All participants	Children involved in prostitution	Children in drug trafficking
I have, I went every day/nearly every day	66.8	31.7	45.5
I have, but not over the last months	8.9	7.8	9.1
I have not studied during the last year	6.3	7.8	9.1
I haven't been to school for over one year	5.1	19.3	-
I haven't been to school for the last 2-3 years	8.4	33.1	36.4
I have never gone to school	4.5	1.3	-

Table 7

**Structure of the respondents according to their educational level  
(Number of grades finished at the time of the poll)**

Education (grade level)	All participants	Children involved in prostitution	Children in drug trafficking
0	3.5	0.9	-
1	4.3	-	9.1
2	9.7	1.8	-
3	14.0	2.6	-
4	11.0	8.8	9.1
5	19.2	9.6	36.4
6	18.7	7.0	36.4
7	11.2	15.8	-
8	2.8	9.6	-
9	4.1	33.3	-
10	0.5	3.5	9.1
11	0.7	6.1	-
12	0.1	0.9	-

The comparison between age and educational level of the respondents (Tables 4 and 7) confirms that street work has a negative impact on a child's chances of education. It is especially true of children involved in illicit activities. Table 4 shows that most respondents are children aged between 11 and 13 (65.2 per cent), who would normally study in grades 5–7, but among the respondents only 49.1 per cent actually did so.

A fact worth noting is that the number of working street children attending school regularly and the number of those permanently living at home are almost identical (66.8 and 68.7 per cent respectively). This suggests that there is a correlation between losing links with the family and losing links with school. Those children who work in the street but live at home and are being taken care of by their parents attend school far more regularly than children who stay away from home.

### **3.1.2 Families of working street children**

Looking at the families of working street children, it becomes clear that family problems are the main reason for child labour. Only one third of children (37.6 per cent) come from two-parent families. Every sixth child, though living in a two-parent family, has either a stepfather or stepmother (15.6 per cent), and many children come from one-parent families (39.4 per cent). Only 5.5 per cent of respondents have lost both parents, 2 per cent of them being orphans with no relatives at all.

Table 8

### **Distribution of working street children by place of birth (%)**

Place of birth	All participants	Children involved in prostitution	Children in drug trafficking
Born in St. Petersburg	78.5	68.7	100
Born in the Leningrad region	6.9	12.2	-
Come from other region/city of the Russian Federation	6.9	12.2	-
Come from the CIS States	6.6	5.2	-
Come from the Baltic States	0.7	1.7	-
Other answers	0.5	-	-

Among those children involved in prostitution, the percentage of orphans is quite high (14.8 per cent), compared to 5.5 per cent of all survey participants. Further-

more, children involved in prostitution were less likely to live in two-parent families (24.4 per cent) compared to all survey participants (37.6 per cent). On the other hand, the study shows that 63.6 per cent of adolescents involved in drug dealing live in two-parent families (Table 9).

Table 9

**Distribution of working street children by family structure (%)**

Family structure	All participants	Children involved in prostitution	Children in drug trafficking
Both parents	37.6	24.4	63.6
Mother only	35.5	38.3	27.3
Father only	3.9	1.7	9.1
Mother + stepfather	13.4	15.7	-
Father + stepmother	2.2	2.6	-
No parents, brought up by relatives	3.5	7.8	-
Orphan	2.0	7.0	-
Other answers	1.9	2.6	-

The data on family income sources show that child labour is more predominant in families where only one parent has earnings. Only 26.5 per cent of all children working on the street have two parents who work. For 52.8 per cent of children, the main income source is from one parent only and one in ten families have no earnings at all. The structure of family incomes of children involved in prostitution is shown below.

The parents of most working street children have housing, but as a rule the children say they prefer not to go home as many of their parents drink and the home environment is unsuitable. Only 2 per cent of working street children had no housing at all (see Table 11). Of those involved in prostitution, the percentage of homeless children or those living in a hostel is slightly higher (9.6 and 4.3 per cent respectively), basically because more of these children come from other towns.

Most children involved in street labour have not completely lost their ties with their families and some (68.7 per cent) live at home permanently. Only 8.5 per cent of respondents always or seasonally stay away from home, and the remaining 20 per cent stay away from home from time to time.

Table 10

**Earnings of working street children's family members (%)**

Family member	All participants	Children involved in prostitution	Children in drug trafficking
Both parents (including stepmother/stepfather) have earnings	26.5	20.9	54.5
Only mother (stepmother) has earnings	35.2	35.7	18.2
Only father (stepfather) has earnings	17.6	13.0	-
Neither parent (including stepmother/stepfather) has earnings	9.9	7.8	-
Other answers	10.8	22.6	27.3

Table 11

**Lodging of working street children's parents (%)**

Type of housing	All participants	Children involved in prostitution	Children in drug trafficking
Separate apartment	57.1	58.3	90.9
Communal flat*	29.0	21.7	-
Room in a hostel	4.7	9.6	9.1
No lodging	2.0	4.3	-
Other answers	7.2	6.1	-

\* A many-room apartment where several households share a kitchen and bathroom

Children involved in prostitution and drug dealing have weaker family links: only 40.0–45.5 per cent live at home permanently, while 17.4 per cent of children involved in prostitution stay away from home for more than one month or during a season. Most adolescents involved in drug dealing live at home only periodically (54.6 per cent) (see Table 12).

As a rule, when working street children are not at home they live or spend nights with friends; this is more usual for children involved in illicit activities (33-35

per cent) compared to the average 6–9 per cent. Other children stay in cellars and house attics (4–6 per cent), or even in the street (0.1–3.7 per cent).

Table 12

**Working street children's answers to the question:  
"How often do you stay (spend nights) away from home?" (%)**

Variation of answers	All participants	Children involved in prostitution	Children in drug trafficking
Permanently live at home	68.7	40.0	45.5
Spend nights away from home 2-3 times a week	15.2	31.3	27.3
Stay away from home for weeks (up to 1 month)	4.9	11.3	27.3
Permanently stay away from home (more than 1 month)	6.3	16.5	-
Stay away from home during a season (summer)	2.2	0.9	-
No answer	2.8	-	-

Some working street children leave their homes at certain periods of the year: in winter, when it is cold, more children live with their families or relatives, and in summer the number of those who live in cellars or on the street increases slightly. But these seasonal variations are not significant: in general most children working on the street prefer to live with their families or relatives.

The hypothesis that an unstable family is a major factor that leads to children living on the street and being exploited is supported by the experts interviewed, and it is apparent from family-focused characteristics identified by the experts as influencing working street children under 13 years old. Most experts believe that the characteristics of family and family relations, along with motives and types of child employment, should be regarded as core indicators. The experts used the following categories to define these characteristics:

- 1) income and financial situation of the family (specific indicator: low-income families);

- 2) family stability, presence/absence of family conflicts, which are usually connected with deviant behaviour of adults — alcoholism, drug addiction, prostitution; and
- 3) socially unprotected families and children (such as families with many children, orphans, unattended and neglected children).

The results of the polls make it possible to draw a profile of a St. Petersburg working street child. In general, this is a boy aged 11–13 years, born in the city, living in a complete or incomplete family and attending school. Such a child usually starts working between the ages of 8 and 11.

Most of the children involved in prostitution are girls between the ages of 16 and 17. As a rule, they too are born in St. Petersburg, live in separate or communal apartments, and mostly come from incomplete families. The main feature of this group of children is that they stay away from home more than other working children and do not attend school. They usually start working in prostitution between the ages of 12–15 years.

### ***3.1.3 Values and behaviour models of working street children***

Teachers and social workers in specialized social rehabilitation institutions believe that the psychological state of these children can be characterized by serious personality problems linked to a change in their system of values. Socially and psychologically these children are unable to conform to social norms. Their system of moral values, their moral conscience and their notions of good and evil are distorted: they often have only basic needs and primitive interests.

This is because the street environment, which has replaced normal family life for many of them, has its own laws. Adolescents may not know what friendship is, something that is important for any child. The street communities place more value on qualities such as physical strength, wit, social rebellion, ability to improvise, power over others, conformity to street codes & conditions, and secrecy.<sup>12</sup> They have experienced little empathy in relationships and have never been taught to respect other people's feelings, property or concerns. Often they have been on their own for long periods and have been ill-treated, which has led to the loss of their feeling being psychologically protected by others. So these children

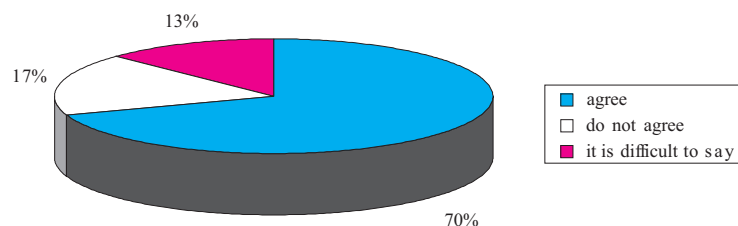
<sup>12</sup> Social rehabilitation of children and adolescents in specialized establishments" (Manual for employees of specialized establishments for social rehabilitation of children) — Moscow, 1996, p. 200.

tend to have no sympathy or compassion for other people and equally are indifferent to other people's feelings. Consequently their connection to family and society as a whole is very weak.

The attitude of working street children towards the people around them is one of extreme suspicion and mistrust. When asked: "What do you believe in, what do you consider important in your life?" 69.7 per cent said, among other things, that there were very few trustworthy people in the world (see Diagram 2.).

Diagram 2

**Working street children's answers to the question:  
"Do you agree that there are very few trustworthy people in the world?"**



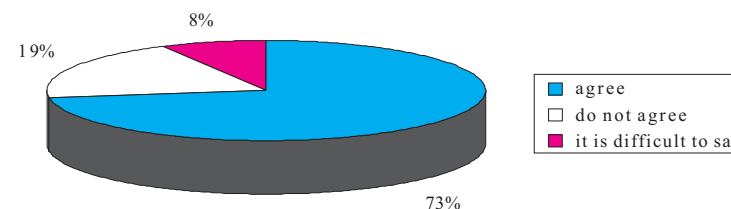
In the street environment, children become close, cautious and suspicious: they trust no one. This is due to the life they lead and their everyday fighting for survival.

These children's attitude towards the world around them is closely connected to the reasons why they work. Among those who least trust people, most are children who work in order to get better food, or just to survive (77.0 per cent and 83.5 per cent respectively). This indicator is especially high for children who are made to work under threat (85.7 per cent). It is clear that a child who constantly feels harassed physically, emotionally or sexually cannot trust people. Children transfer this feeling of mistrust to those around them, as they have no other kind of interpersonal experience. First and foremost, these children should be given a feeling of basic security and protection as a normal part of family life.

Nearly two thirds of working street children will lie if they have to (72.8 per cent). Their relations with people around them teach children that the basic moral values in life are not honesty, sincerity, trust and responsiveness but falsehood and a survivor's instinct to fight their own battles. Only 19.4 per cent did not agree with this statement (see Diagram 3).

Diagram 3

**Working street children's answers to the question:  
"Do you agree that it is not a major sin to lie from time to time,  
as many people do?"**



It should be noted that more than half of the working street children (57.0 per cent) consider that they have religious beliefs, while 23.7 per cent found this question difficult to answer (see Diagram 4). Some children expressed a wish to live and work in a monastery or church parish, showing that in spite of their negative attitude towards the world around them, religion does play an important role in their moral system. Therefore religious institutions could provide invaluable assistance to these children and their families and giving them an alternative system of values, teaching them trust, love and understanding and giving them hope for a better life.

There are many believers among the children who work to support their parents or brother/sister (69.8 per cent and 52.6 per cent respectively). One could say that these children had to turn to work on the streets for the best of intentions.

It would be easier to take these children off the street if alternative forms of income could be offered to their parents, such as earnings not derived from criminal sources and jobs with good working conditions. Those children who have had to work because of difficult economic situations in their families are easier to rehabil-

itate to family life even if they do already live on the street, as well as to motivate them to continue their education. Their rehabilitation process should also include their biological family, and there should be constant supervision and assistance to help resolve any problems in the family.

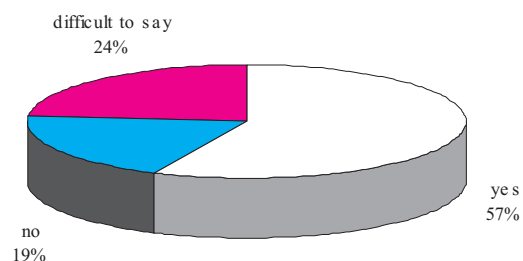
Table 13

**Working street children's answers to the question:  
"What is the difference between you and non-working children  
living in safe families?" (%)**

Variants of the answer	Yes	No	Difficult to say
I know life and people better	43.9	30.5	25.7
I appreciate real friendship and sincere help more	71.9	12.3	15.9
I am more brave in deeds, decisive in actions	52.2	21.5	26.3

Diagram 4

**Working street children's answers to the question:  
"Do you consider yourself a believer?"**



### 3.1.4 Differences between street and "home" children

As working street children live in a situation of permanent threat to their health, life and safety and must always be ready to protect themselves, many of them are both courageous and decisive. More than half of them (52.2 per cent) feel they are braver and more decisive than non-working children of the same age living in a secure family environment. On average only one in four children found it difficult to see the difference between them and children of the same age with a stable family and leading a normal life. Most working children evaluate their differences from "normal" children of the same age positively; they see themselves as being more experienced, worldly wiser and knowing the value of true friendship and help (see Table 13.).

However, such bravado does not always depict the true situation. Answers to other questions show the real attitude of children to their situation and their orientation towards family life, which means that in fact many of them dream of becoming "normal" children and having a home and family, but have to live the life of a working street child out of necessity.

Specialists who work with these children have noted that most adolescents have low self-esteem. Many children admitted to shelters appear over-confident, but not many of them are really self-confident at all, and only try to show off as a form of self-defence because they are used to living in a hostile environment where they have to stand up for themselves.

Most working street children are aggressive, due to their mistrust of people, a permanent readiness for self-defence, internal anxiety and general unhappiness. Neglected children who grow up without parents' care can be aggressive, and this is linked to a need for parental love that is unfulfilled. All other social needs of such children (such as for informal relations, self-assurance and to have adult role models) also remain unsatisfied. And this total lack of fulfilment leads to aggression and hostility to other people.

Many adolescents who go to the shelters have low self-esteem: they often lack self-confidence and are oppressed and vulnerable. They suffer deeply from being neglected and feel that a different life just does not exist and that the street is the only option open to them. Specialists — psychologists, pedagogues and social workers — can help change the personality of the child, revive his or her faith in the world, and demonstrate that people are not only cruel, evil, and violent, but can be kind, sincere, and helpful. It is not enough to try and help children: their confidence and trust must be gained so that they are ready to accept this help.

### 3.1.5 Attitudes of working street children towards family values

Although many of working street children do not live at home permanently, the interviews confirmed that for most of them, family is still important. Their aspiration for family life is quite strong and should be seen as one of the most important means to help solve the problem of the street child and rehabilitate them to a safer and more satisfying life.

For most working street children interviewed, their families were not completely lost. Over two thirds (77.6 per cent) believed that they had a family, even if they only spent the nights at home, or returned home from time to time. They stayed on the street for different periods, depending on time of the year, temperature, etc. This is another argument for taking a comprehensive approach to supporting children along with their families, as in most cases the biological family is better for the child than any social service. At any rate it is always necessary to try and restore the family stability than to place children in orphanages and boarding schools.

Table 14

**Working street children's answers to the question:  
"What do you really think about leaving the street and  
living permanently with the family?"**

Variants of the answer	%
I would like to go back to my family	9.0
I do not want to go back to my family, but I would like to live with adoptive parents	2.4
I do not want to live with the family in principle	3.2
Other answer	3.0
It is difficult to answer	4.8
This question is not relevant, I already live with the family	77.6

Only 3.2 per cent of children do not want to live in the family in principle. Nearly a half of those who do not live with their families at present (9.0 per cent out of 22.7 per cent) said they were ready and willing to go back to their own families despite negative experiences connected with family life.

The fact that 2.4 per cent of children agreed to live with adoptive parents confirms their orientation towards family life and their dissatisfaction with the present situation. Other alternatives children mentioned included "shelter for the night" (3 per cent), showing they would like to have a place to sleep while also continuing to work on the street. This option seems most suitable for those children who have been on the street for a long time, but are not ready to go either to an orphanage or to the family. Their situation could be improved by offering them improved living conditions, and a chance to return to education without limiting their freedom.

**3.1.6 Gender aspects of the situation  
of working street children in St. Petersburg**

It should be stressed that no reliable statistical data on the gender of working street children are available at present. The survey sample was carried out on the basis of recommendations of experts, according to whose estimates girls number approximately 25 per cent and boys 75 per cent (the survey sample included 251 girls and 752 boys). This means there is a disproportion as concerns gender in the children interviewed. As the sample of those involved in prostitution was limited to the age under 18, while all other categories of working children included respondents under 13, this activity was very noticeable in the age groups over 13, with the number of females being more dominant. Therefore the gender comparisons suggested in this chapter are somewhat relative and the number of factors used to analyse gender differences are quite limited. To make the distribution tables more balanced these figures were complemented by additional data on the number of respondents interviewed.

Diagram 5

**The age structure of the interviewed working street children  
(differentiated between male and female groups) %**

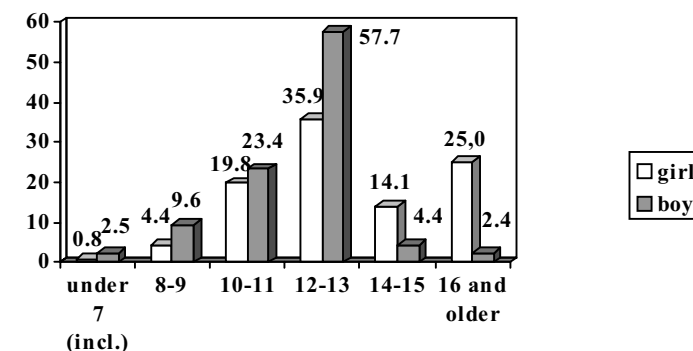


Diagram 5 shows the data on age structure of participants interviewed. These data show that among working street children the percentage increases as the age ris-



es. The most noticeable increase occurs between the age groups 8–9 (4.4 per cent) and 10–11 (19.8 per cent) for girls, and between the age groups 10–11 (23.4 per cent) and 12–13 (57.7 per cent) for boys. The percentage for girls between 16 and under 18 years of age is quite high (25.0 per cent) and comprises mostly those involved in prostitution and pornography. The largest gender disparity (the greatest percentage difference in working boys compared to working girls) occurs in the youngest age groups, children under 7 years of age (valid only for children 13 and under). However, this could be due to the small sample size. In general, the gender disparity decreases as age increases (Table 15).

Gender factors influence the age at which children start working: boys start working on the street earlier than girls. The average number of boys who started work before the age of 7 is almost twice as high as that of girls; two of five males began working on the street at the age of 10 or 11 (Table 16)

Table 15

**The gender disparity within the age groups of the interviewed working street children (%)**

Respondent's sex	Age Groups					
	Under the age of 7 years old	8–9	10–11	12–13	14–15	16 and over
Females	9.5	13.3	21.8	17.0	51.5	77.5
Males	90.5	86.7	78.2	83.0	48.5	22.5

There are also large gender disparities in the types of activities in which children work. Boys are usually involved in hard physical labour: 27.9 per cent of all boys interviewed worked as loaders or dealt with the transportation of goods; 35.5 per cent collected empty bottles or refuse. For girls, the number involved in trade is twice as high as that for boys (13.5 per cent and 7.1 per cent respectively). The number of the girls involved in prostitution was much higher compared to boys.

Girls often have longer working hours than boys, and have to work 7–8 hours a day and more. To a great extent the length of the working day depends on the type of work and the age of the child. Those boys, aged 10–13, involved in hard physical labour are evidently unable to continuously work 8–10 hours and more. Although some boys may work long hours, they mostly work 3–5 hours; 51 per cent of boys

Table 16

**The answers to the question: "At what age did you start working?"**

Variant of answer	Number of answers (%)	
	Among females	Among males
Under the age of 7 years old	8.9	15.7
8–9	17.9	25.5
10–11	28.9	43.4
12–13	19.1	13.6
14–15	18.7	0.9
16 and over	6.5	0.8
Number of participants interviewed	246	745

Table 17

**The answers to the question: "What kind of work do you have to do?"**

Variant of answer	Number of answers (%)	
	Among females	Among males
Loading-unloading, transportation of goods	1.6	27.9
Selling goods on the street or at the market	13.5	7.1
Cleaning work and trade premises	10.4	8.7
Job as a watchman	1.2	2.1
Washing cars	0.4	3.5
Prostitution	40.6	1.7
Drug dealing	0.1	1.5
Collecting bottles, refuse (waste paper, scrap metal, etc.)	19.1	35.5
Other types of jobs	13.1	12.1
Number of participants interviewed	251	750

interviewed worked up to five hours per day, while 42.3 per cent of girls worked 8 hours and more a day.

There is a difference in the threats made to boys and girls at work: 80.5 per cent of boys interviewed said they did not have to share their income with others, while

girls reported sharing their income more often (69.6 per cent). Some 24.8 per cent of girls admitted they had to give some of their earnings up due to threat, mostly connected with prostitution. Indeed, over half were afraid to answer the question, which shows the high degree of criminality attached to this type of child labour.

This could help explain why girls are more suspicious and mistrustful of those around them; 73.6 per cent of girls interviewed felt there were few people in the world whom they could trust. The equivalent number of boys who felt like this was lower (68.4 per cent). In addition, girls were more suspicious of both adults and their peers. When asked, “would you like to join any youth organization [...] where you would be in a supportive environment with other children?” 56.8 per cent of boys thought this was a good idea, compared to only 41.4 per cent of girls. Further, the number of girls who replied in the negative was much higher than the number of boys (41.9 per cent and 26.9 per cent respectively).

Girls were much less interested both in having a general education and in skills training and in general, were less concerned about their life prospects. The number of girls not wanting to study (4.4 per cent) was almost twice as high as the number of boys (2.3 per cent). In addition, 55.9 per cent of boys were not only ready to study but wanted to develop some professional skills as well. Boys are more concerned about their future; many of them hope to find a good and interesting job. The percentage of girls wanting to develop their professional skills alongside their studies was only 43.0 per cent, with 16.7 per cent finding the question difficult to answer, suggesting they found it difficult to make plans for the future.

However, it would be wrong to draw the conclusion that girls are satisfied with the work they have to perform. When asked “Are you ready to quit working on the street if you were offered appropriate conditions for studying, living, and communicating with good kids?”, more than one third of girls said they were. Moreover, they said they could live without money, even without pocket money (34.9 per cent), while only 27.3 per cent of boys favour the option of losing their income. Nearly half (48.7 per cent) of the boys said that even if they gave up their job on the street they would like to be able to work periodically to get some pocket money. In other words, while reluctant to give up their job on the street due to their desire for pocket money, boys show more interest than girls in wanting to develop special professional skills, which they hope will help them to have a better life in the future.

## 3.2 Characteristics of labour street children are engaged in

### 3.2.1 Places and types of jobs for street children

Child labour is mainly used in the informal sector; official employment is rare. The reasons for this are the strict requirements of labour legislation, which forbids employment of citizens under 14, and the common practice of employing adults without official agreements in some sectors of the economy. This is especially true for temporary work in the trade or service sectors, where employees are paid cash at the end of the working day.

Experts identified about 30 different types of activity where child labour is used, and the most common workplaces are in the following sectors: **transport** (car washing, service at filling stations and in car workshops); **trade** (selling newspapers, street selling, etc.); and **services** (accessory work in shops, unloading goods, guarding goods, etc.). In criminal activities, children are mostly used to sell and transport drugs, sell stolen goods, or are used for prostitution and in pornography production. A considerable number of working street children survive by collecting refuse (paper, empty bottles and cans, etc.). Picking and selling mushrooms and berries are regarded as seasonal employment.

Diagram 6 shows the types of work children identify as being the most common activities.

Children may combine several types of jobs. For example, at markets children not only help to sell or unload the goods, but also guard them at night. They also collect bottles or other waste. Young girls in prostitution may work in cafes or roadshops during the day.

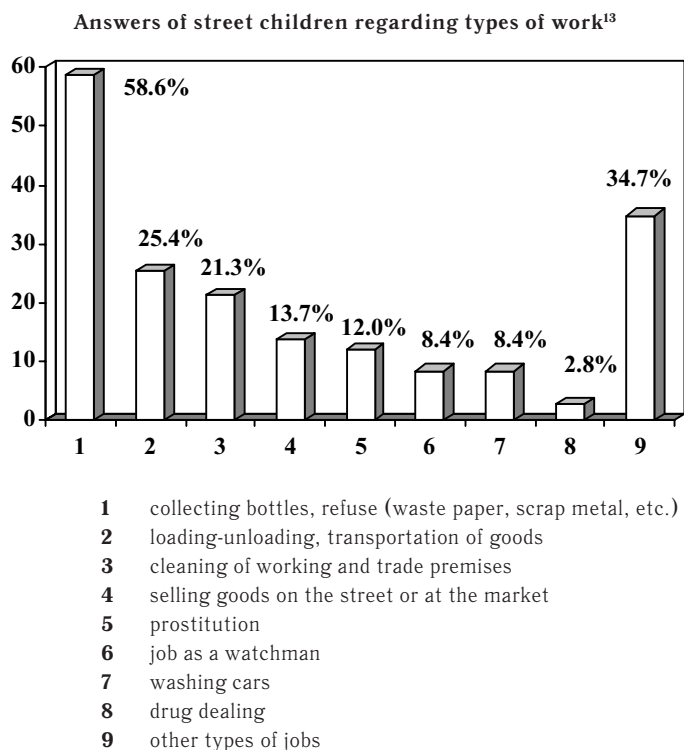
Employers identify the following jobs as those for which they employ children: transportation and loading of goods (37.7 per cent), cleaning working premises (35.1 per cent), guarding goods (14.3 per cent), street trade (10.4 per cent), car washing (2.6 per cent). Employers use child labour mostly in trade and storage areas, which are usually situated near the metro stations, railway stations and wholesale markets. Children earning money from car washing tend to gather at filling stations and car workshops, or in parking lots (near the railway stations, metro stations, at crossroads of main streets and at exit roads from the city).

The main areas where children offer sexual services are the main roads and some streets in the new dormitory town areas around metro stations (Nevsky prospect, Suvorovsky prospect, Vosstania square, Prosveshchenia prospect and others). In the suburbs, highways, road cafes and filling stations are used for this purpose, as well as near or inside bars, restaurants, railway stations, hotels, river embank-

ments, clubs, and parks. Establishing personal contacts with prospective clients often starts with begging or asking for a ride.

According to the poll of experts conducted by the Institute of Sociology, employees of hotels, bars and restaurants are often instrumental in setting up contacts, as are guards in hotels and discotheques. The places where children offer sexual services vary: sometimes it can be in the vicinity of those places where contacts with potential clients are established (as listed above) or in apartments, private saunas or “dachas”.

Diagram 6



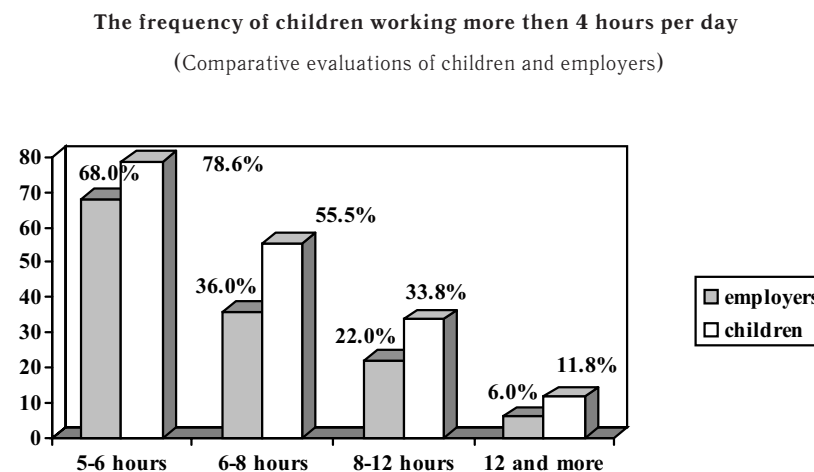
<sup>13</sup> The sum of answers is more than 100 per cent, as everyone was allowed to indicate two or three types of job.

### 3.2.2 Conditions and nature of child labour

In the majority of cases, child labour has an occasional or seasonal nature. Only 24.0 per cent of employers acknowledged that children work on a permanent basis, and 50.0 employed children periodically. Seasonal labour (unloading and sorting watermelons, vegetables and fruit) was quite common (42.0 per cent).

Children usually do not work a full day. Respondents estimate the average duration of a working day to be 5.9 hours, though street children often have to work longer. Curiously enough, employers usually underestimated these numbers, although they did admit employing children for long hours happened from time to time. They estimated a child’s average working day as being 5.5 hours, and one quarter of them admitted using child labour at night.

Diagram 7



As well as night work, there are other factors, which can be hazardous to the health of working street children. These include risk of illness, strains when lifting heavy objects, working without appropriate protection, and the danger of possible violence on the part of the employers or clients. For children involved in prostitution and illicit activities, the danger is both physical and psychological, as criminal and semi-criminal activities can pose many moral problems.

According to expert evaluations more than three quarters of working street children are employed in jobs harmful to their health (77.9 per cent). Twenty per cent of employers admitted there were cases when they had to resort to physical punishment of children for some mistake, and 8.0 per cent admitted this happened quite often.

Some children try not to complain about the intensity or danger of their work: 48.2 per cent would not admit to getting tired from working. But a slightly higher number said it was often hard for them to work and they had to force themselves to do so. And 8 per cent admitted that sometimes they were so exhausted that they were ready to drop.

**3.2.3 Participation of adults in organizing the work of street children**

Children often look for jobs independently, applying for any kind of work, including prostitution. The most widespread form of establishing contact between children involved in prostitution and possible clients is that children themselves offer sexual services. For those employers not involved in illicit activities, the main reason for employing children is a desire to help them and let them earn money for food. Only 10.0 per cent of employers admitted that it was their initiative to employ children: in most cases, the children asked for jobs themselves, and sometimes were brought by their parents (see Table 18).

Table 18

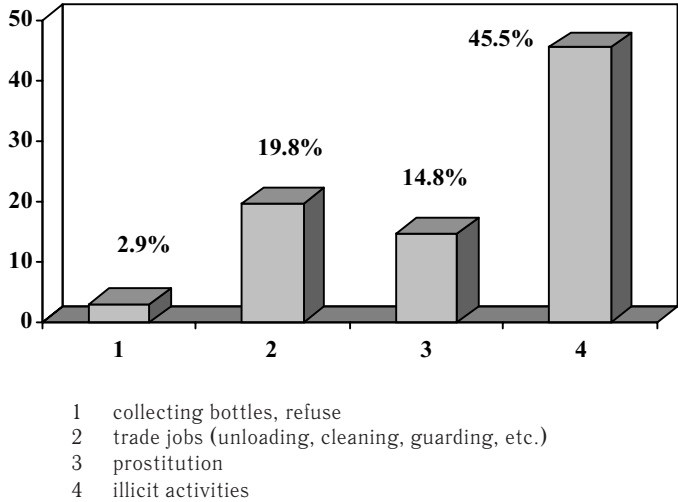
Employers' answers to the question: "Whose initiative is it to employ children?"<sup>14</sup>

Variants of the answer	%
Children come themselves and ask for a job	84.0
Children are brought by parents	12.0
The employer is looking for children to work for him	10.0
Other variants	4.0

Working street children not involved in any criminal activity often have no adult "patrons" or "bosses" organizing their labour, for example those earning a living by collecting bottles or refuse. Surprisingly, few children involved in prostitution have actual "managers". The number of those involved in trade who have "bosses" is higher than those involved in prostitution. Far more children involved in illicit activities are guided by adults (see Diagram 8).

<sup>14</sup> Sum of answers is more than 100 per cent, as respondents could choose two or three variants of the answer.

**Number of street children working in different spheres of activities having adult "managers"**



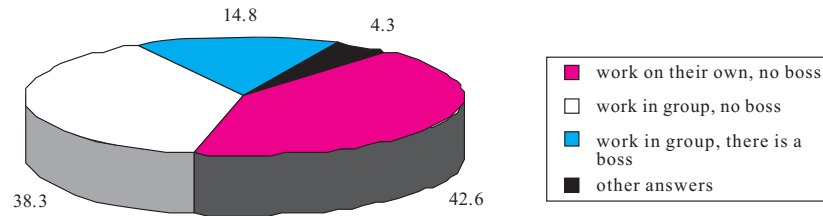
Whether children are controlled by an adult or not, in most cases they prefer to work in groups. The highest rates of children working on their own are of those involved in prostitution (42.6 per cent) and in waste collection (43.9 per cent). In other groups of working street children, this rate is much lower (trade — 33.0 per cent, illicit activities — 9.1 per cent).

Diagram 9 shows the percentage of children engaged in prostitution working with adult "bosses".

It should be noted that adults play a more important role in involving children in prostitution compared to other activities. Even when the initiative to work in prostitution has come from the child, the adults tend to encourage rather than prevent it. Nearly half children engaged in prostitution interviewed admitted that they started with the help of adults who were casual acquaintances, not relatives (46.1 per cent); 2.6 per cent were introduced to prostitution by their relatives or close acquaintances. In some cases it was the parents who took the initial step to involve their children in prostitution (1.7 per cent).

Diagram 9

Answers to the question: “Do you have someone who guides your labour?”

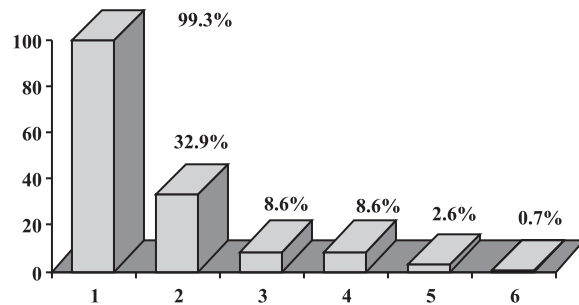


### 3.2.4 Payment for working street children

Children admit that their earnings are very low. Even children involved in prostitution say their income is only enough for food — and in the case of drug addiction, “only for a fix”. Practically all children admit that money is the most common form of payment, though sometimes payment could be made in food, alcohol, cigarettes and even drugs.

Diagram 10

Answers to the question: “How does the employer normally pay you (point out 2-3 main types of payment)?”



1. money
2. food (not alcohol, not cigarettes)
3. alcohol, cigarettes
4. goods
5. drugs
6. others

Payment in drugs is most common for those children involved in drug trafficking (72.7 per cent). Sometimes — not often — it can also be true for children involved in prostitution (14.0 per cent). Children involved in other activities do not mention being paid in drugs, but are often paid in cigarettes and alcohol (particularly those involved in prostitution (28.9 per cent)).

Table 19

Different types of payment to working street children in different spheres of activity (%)<sup>15</sup>

Type of payment	Refuse collection	Trade	Prostitution	Drugs
Money	99.4	99.1	100	100
Food	19.6	45.7	17.5	0.0
Alcohol, cigarettes	2.9	7.8	28.9	0.0
Goods	5.8	7.6	13.2	0.0
Drugs	0.0	0.2	14.0	72.7

The level of payment for child labour varies significantly. It depends on the nature and type of activity (legal or illegal business) and on other factors, as shown in Table 19 above. Children working in the trade sector often earn from 10 to 200 roubles per day. For children involved in prostitution the lowest payment for one sexual act is 30 roubles, the highest 3000 roubles. Children involved in drug dealing receive between 100 and 500 roubles per day.

Employer polls confirm the data obtained from children. The majority of employers (83.8 per cent) interviewed in the trade sector said the average payment for child labour ranges from 40 to 100 roubles per day. One third quoted 50 roubles as the standard daily payment for child labour.

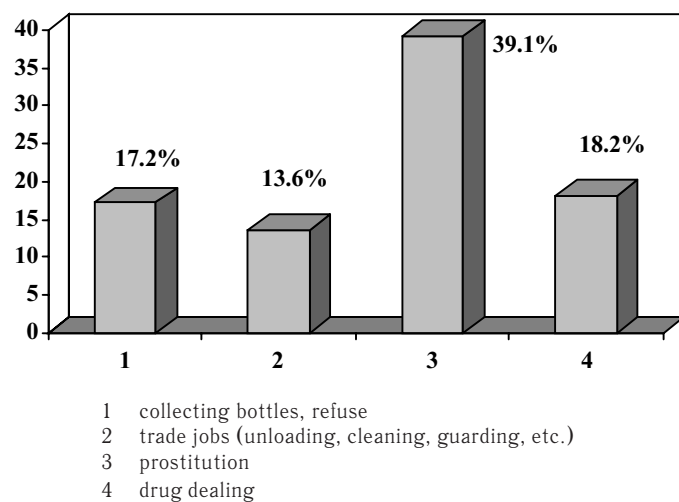
<sup>15</sup> The sum of answers is more than 100 per cent, as respondent could choose two to three variants of the answer.

### 3.2.5 Role of criminal structures

When involved in such labour as drug dealing, working in pick-up places and secret brothels, buying and selling stolen goods, etc., street children are obviously engaged by and dependent on an established criminal structure. But most children organize their own work and only a few (18.3 per cent) admit they have to give up part of their income as security money, or “Mafia protection” (18.3 per cent). Children involved in prostitution have the most serious problems; two out of five children in prostitution have their earnings taken by threat (39.1 per cent). In all other spheres of street child labour the rate is only half that amount (Diagram 11).

Diagram 11

Children in different spheres of labour activity reporting extortion of part of their earnings under threat



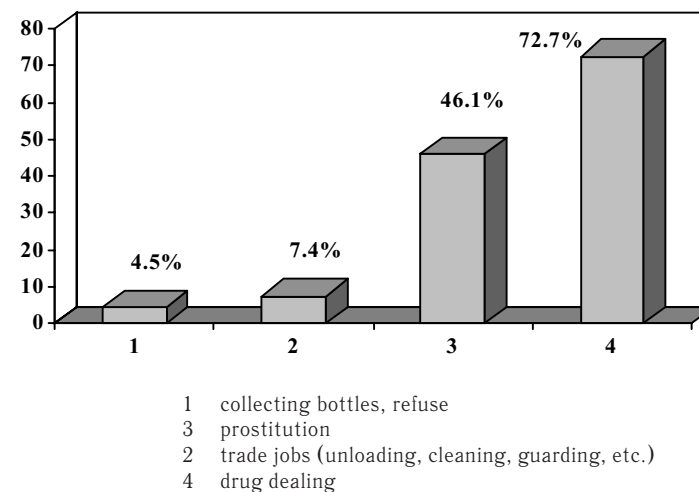
Experts do not agree upon the degree of extortion of earnings related to child prostitution, although it is widely known that most illegal activities are organized by criminal groups (the “Mafia”). In support of this they cite cases of children having to pay rent for apartments, payment for protection, etc. But the low level of profit

compared to other income sources of modern Russian organized crime makes child prostitution uninteresting for the shadow economy.<sup>16</sup>

Some experts, as well as children involved in prostitution and drug dealing, say that even representatives of law enforcement authorities are involved in these activities. This is why they conveniently turn a blind eye to children’s involvement in providing sexual services and/or drug trafficking. About half the children involved in prostitution and nearly two thirds of those involved in drug dealing reported cases when they had to give part of their earnings to the police (Diagram 12). Experts say that such corruption among the authorities is tolerated because they are able to have an illegal income, often in foreign currency.

Diagram 12

Children reporting forced extortion of part of their earnings by the police



<sup>16</sup> “Juvenile prostitution involving foreigners in the North-Western region of Russia”, Report, St. Petersburg Division of Sociological Institution, St. Petersburg 2000, p. 72.

### 3.3 Reasons for the increase in child labour

Diagram 13

#### 3.3.1 Motives for employing children

Among the many causes for child labour, economic reasons prevail. Homeless, neglected children have to work to survive. Children from troubled families also turn to the street as an alternative way of surviving; even those from stable families but with low income levels per family member have to work.

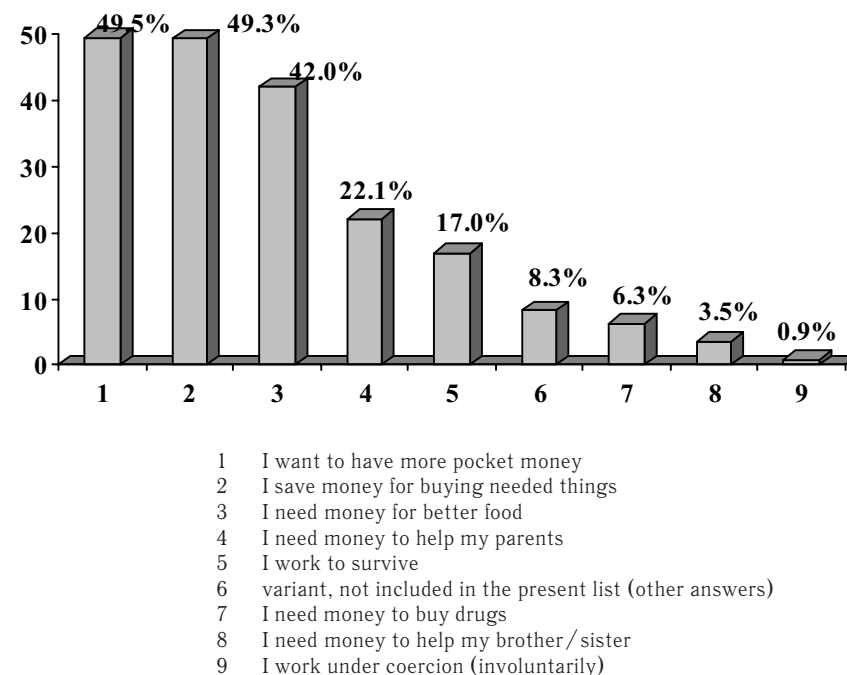
In 1999 sociologists from St. Petersburg State University conducted a survey of 2300 families to evaluate the socio-economic and socio-psychological situations of average complete families with children (under the guidance of V.G. Ushakova). The results show that 80 per cent of complete families have financial and social problems: half of them have insufficient means even for day-to-day expenses, so the children in these families turn to the street for work.

The present research conducted in the framework of IPEC shows that most children working on the street can hardly be regarded as outcasts. Their motives, though considered economic (to have some income), are not always essential to satisfy basic needs (food, clothes, etc.) but more a desire to earn extra money (including pocket money) to buy things they need. These children usually sell newspapers, wash cars, and help street traders. At the same time, the number of children who have to work turned out to be substantial: 42.0 per cent of working street children interviewed said that they worked to buy food. One in four children worked to help support his/her family — either parents (22.1 per cent) or a brother/sister (3.5 per cent). More alarming are those street children who work “to survive”, those who do it under pressure, and those who earn money to buy drugs.

Some 0.9 per cent of children interviewed worked under threat. According to Convention No. 182 these children are definitely considered as engaged in forced labour, which is regarded as one of the worst forms of child labour. The eradication of this form of labour, along with child prostitution and illicit activities, should be considered the top priority (Diagram 13).

The analysis of why a child works shows that in most cases giving financial assistance to working street children and their families could solve this problem. But at the same time, for certain categories of working children, other comprehensive measures need to be taken, primarily for those children earning money to buy drugs, where both the child and the employer admits that this is how the money is spent. Financial aid alone cannot solve the problem of child labour in such cases: comprehensive measures need to be taken to prevent children from using drugs.

Children's answers to the question: "What forces you to work"?"<sup>17</sup>



Not all the children express a readiness to stop working on the street even if they were offered more comfortable living conditions, and 18.7 per cent said he/she would continue working whatever the circumstances are. About one half of the respondents plan to work at least from time to time to earn some pocket money (46.3 per cent), and less than one third of all children (29.2 per cent) are ready to leave their jobs immediately, even if they have to make do without pocket money (see Table 21).

<sup>17</sup> The sum of the variants of the answer is more than 100 per cent as each respondent was allowed to choose two or three most suitable variants of the answer.

Table 20

**Employers' answers to the question: "What is the main reason why children are working for you?"<sup>18</sup>**

Variants of the answer	%
They save money to buy basic items (not drugs)	54.0
They want to have more pocket money	52.0
They need money for better food	28.0
They need money to buy drugs	8.0
They work to survive	18.0
They are made to work, they do it under pressure	4.0
Other reasons	6.0

Table 21

**Street children's answers to the question: "If you were offered better conditions, are you ready to stop working on the street?"**

Response	%
Ready, I can do without money, even pocket money	29.2
Ready in general, but I will still work from time to time to earn some pocket money	46.3
I will continue working under any conditions	18.7
Other answers	5.8

Because of the myriad of differences (i.e. age, type of work, reasons for work) among working children a comprehensive approach is necessary to solve their problem. Those who have reached the age of employment should be offered some alternative to working on the street, e.g. other ways to earn money not connected with criminal activities or hazards to their physical, spiritual and moral development. Although 48.3 per cent of children interviewed would not accept any jobs proposed during the poll, most opted for one or two types of work as possible alternatives to working on the street (see Table 22).

<sup>18</sup> The sum of variants is more than 100 per cent as each respondent was permitted to choose two or three variants of the most appropriate answer

Table 22

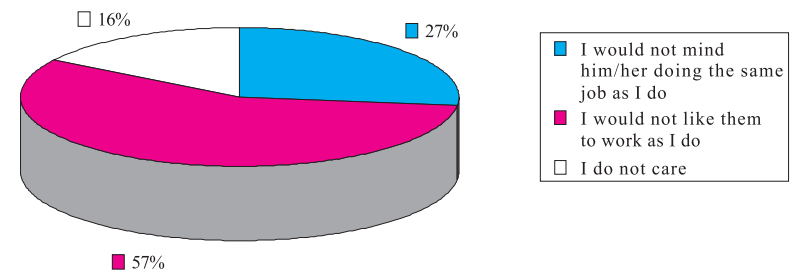
**Answers to the question: would you agree to change your work if you were offered another working place, which choice would you prefer?**

Variants of the answer	%
To work in the youth brigade for farmers in the Leningrad region	8.9
To work in the park and garden department of St. Petersburg	8.9
To work in a workshop of a vocational school	21.5
To work in the workshop of a school	16.1
Would not agree to any of these variants	48.3

Though some children were not prepared to quit working on the street even if offered more comfortable living conditions and a chance to earn money by other means, most of them had a negative attitude to their situation and the work they were doing. This was confirmed by their answers to the following question: "Imagine that the job you are doing is performed by your brother/sister who is a little bit younger than you. What would you think of this?" More than half of children (57.0 per cent) gave a negative reply, with only 25 per cent not objecting to a younger sibling doing the same job.

Diagram 14

**Answers to the question: "Imagine that the same job you are doing is performed by your younger sibling, what would your attitude to this be?"**

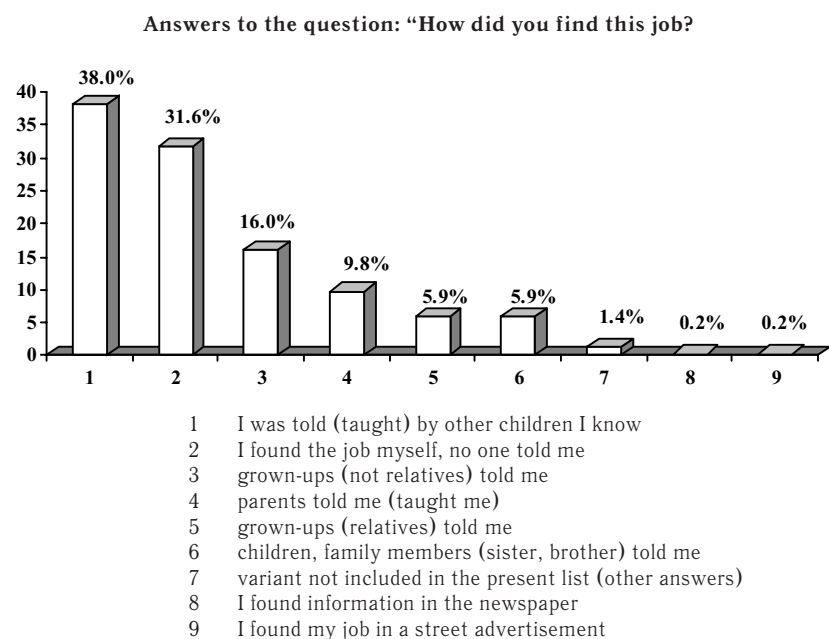




Based on answers to this question, it appears that children working on the street in general evaluate their situation adequately and are often ready to accept the help offered. In order to keep them away from the street, an individual approach to each separate case should be taken and the reason why children turn to the street should be carefully evaluated.

The distribution of children's answers to the question on how they found their job on the street is shown below (Diagram 15).

Diagram 15



A child is introduced to street work not only by their peers, with whom he or she spends time on the street, but also by adults (not relatives but casual acquaintances). The children's answers showed that this happens in 16 per cent of the cases. Experts give a slightly lower evaluation, but they still agree that employers show a great interest in using child labour. This is confirmed by the information presented in Table 23 where most employers have a positive attitude to the fact that

children are working for them and believe they are offering a child a good income in what are difficult circumstances.

Table 23

**Answers to the question: "What is your attitude to employing children?"<sup>19</sup>**

Variants of the answer	%
Rather positive, children are having an income	66.7
Rather positive, children are busy, they get used to working	54.2
Rather positive, children are looked after	18.8
Rather negative (why)	8.3
I do not care	6.3

Sometimes the reasons for child labour are that the interests of children and employers coincide: children earn the means to exist, and employers get not only cheap labour force but in some cases a moral satisfaction from helping needy children. Some 10 per cent of children were encouraged to find work by their parents. This corresponds to the data obtained by interviewing employers. Even when parents took no initiative to find employment for their children, the socio-economic situation in the family often forces a child to work in order to survive or improve his/her situation.

While many children get money from parents or relatives (67.4 per cent and 10.7 per cent respectively), the overwhelming majority (83.7 per cent) said their own earnings represented one of their means for existence. So even when children receive some help from parents or relatives, they still have to earn a living independently, because they do not have enough money to satisfy their basic needs. Some experts therefore argue that it is impossible to rehabilitate children from the street without offering them some financial help or alternatives to earn extra money. It is evident that solving family problems is crucial in cases where the child may have preserved family links and could return to his/her family.

It should be stressed that, as well as income from work, some children received additional income from sheer criminal activities, such as theft, petty larceny etc.

<sup>19</sup> The sum of answers is more than 100 per cent as each respondent was allowed to choose two to three variants of the answer.

(15.7 per cent). The street environment exposes children to a criminal world and the temptation to become involved in a wide range of illicit activities.

Table 24

Answers to the question: "What means are you living on?"<sup>20</sup>

Variants of the answer	%
Own earnings (from any kind of labour activity)	83.7
Money from the parents	67.4
Money from the relatives	10.7
Money from the friends and acquaintances	3.4
Allowances, pension, humanitarian aid	15.3
Casual, not criminal income (begged, found, was offered, etc.)	30.1
Casual, not quite legal income (took by force, made off with, etc.)	15.7

### ***3.3.2 Evaluation of external reasons and factors influencing the labour of street children***

Experts consider the family to be a major influence as far as working street children are concerned. The atmosphere in the family, morals, relations with parents, and the parents' way of life (e.g. heavy drinking or unstable behaviour) create the stimulus for a child to leave home and turn to the street. Children run away to the street not only to escape their negative family environment, but also to find shelter and food.

Another major factor affecting street children is the general socio-economic situation in the country. Rapid social stratification, high unemployment,<sup>21</sup> and the decline in the living standards have all contributed to a new level of alienation and social upheaval, both for adults and for their children. These socio-economic problems are exacerbated by deficiencies in the educational system.

<sup>20</sup> The sum of answers is more than 100 per cent as each respondent was allowed to choose two or three variants of the answer.

<sup>21</sup> According to the data of St. Petersburg Statistics Committee in the end of 1999 there were 271000 unemployed persons in St. Petersburg, as defined by ILO criteria (10.5 per cent of economically active population). See "Social economic situation in St. Petersburg and Leningrad region in January-December 1999", St. Petersburg Statistics Committee 1999, St. Petersburg, p. 106.

## **4. ROLE OF GOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS**

### **4.1 Federal policy on protecting the rights of the child**

#### ***4.1.1 General aims of federal policy regarding children***

Policies on child labour are reflected in the National Plan of Action in Children's Interests<sup>22</sup>. The main guidelines of this document are in line with international legal texts, such as the UN Convention on the Rights of the Child, the World Declaration on the Survival, Protection and Development of Children in the 1990s (adopted by the World Summit for Children held in 1990), and the ILO Minimum Age Convention, 1973 (No.138) that was ratified by the USSR in 1979.

To address the most urgent problems concerning children, the Presidential programme "Children of Russia" was approved by Decree of the President of the Russian Federation of 18 August 1994, No. 1696. To achieve the objectives of this policy and improve the situation of children and adolescents, the following were defined as top priorities:

- strengthening legal protection of childhood;
- providing education for children and adolescents;
- supporting children and adolescents living in particularly difficult conditions;
- regulating employment involving children and adolescents.

Implementation of these policies requires a strategic identification of specific target groups and target sectors, as well as putting effective mechanisms in place.

#### ***4.1.2 Strengthening legal protection of childhood***

Legislation to protect children's rights has been actively introduced in Russia in recent years, but it still faces obstacles posed by inadequate and complicated socio-economic conditions of the recent transitional period.

In spite of being illegal, it is common to find children under the age of 14 working, especially in the trade and service sectors. Criminal organizations also exploit child labour, particularly of those children neglected by parents and homeless children. Children on the street become easy victims of unscrupulous criminal businessmen; they have no protection from economic exploitation, and often the work is hazardous to their physical and moral health and prevents them from going to school.

<sup>22</sup> Approved 14 September 1995 by the President of the Russian Federation, No. 942

One of the reasons why child labour is so common is the frequent violation of labour legislation by employers as regards not only to the child but also to the adult employees. Legislation fails to fully define the responsibility of adults for violations of children's rights. The number of cases of cruelty to children, abuse, and psychological and physical violence against them (not only in the families, but also in schools and workplaces) is tending to increase. Legislation also does not cover situations involving children and adolescents in illicit activities.

A major problem of the legal system regarding the protection of children's rights is lack of implementing mechanisms. There are many rules, regulations and instructions that are sometimes too complex and contradictory. There is also a problem of legal illiteracy among the population, with parents, social workers and children being unaware of their rights and responsibilities.

In order to protect the rights of the child according to the provisions of the UN Convention and ILO Conventions regarding child labour, as well as the Constitution of the Russian Federation, current legislation must be revised and improved to include the following:

- enforcement of control measures over employers to ensure they adhere to labour law, including adequate wages, and observation of safety standards at the workplace;
- applying punitive measures to employers using child workers under the minimum age of employment, or adolescents under 18 years of age for hazardous work, and especially in the case of actually causing traumas, health hazards or injury to the child involved;
- creating a system of juvenile justice, with special courts for family and child issues;
- applying higher penal responsibility for engaging children (under the age of 18) in the production, sale or advertising of pornography, prostitution and drug trafficking;
- creating necessary conditions for rehabilitating juvenile delinquents.

#### ***4.1.3 Providing education for children***

The modern system of education in Russia is going through a difficult and contradictory process of transition from a rigid, unitary education approach to more flexible, diverse standards. This process has confronted with many serious obstacles. Socio-economic instability has led to an increase in the number of socially unprotected children. More than 1.5 million children of school age do not attend school. Nearly every third child has some psychological problems. The material support of the education system is insufficient.

The adoption of a set of statutory acts in 1994-95 stabilized the situation to some extent and led to some reforms of the education system. Four additional decrees and over 20 governmental decisions were issued, including an important document called "Standard rules of secondary educational establishments for orphans and neglected children".

The Decree of the President of the Russian Federation of 8 July 1994, No. 1487, "On guarantees to the Russian citizens's right to education" facilitated the enrolment of children into the higher grades of secondary educational establishments. The Government Enactment of 28 April 1994, No. 407, "On first priority measures to support the educational system in Russia", defined mechanisms for preserving the educational system during the transition period to overcome economic instability.

The Government is implementing a federal programme for education development in Russia, which incorporates the necessary elements to stabilize and develop education, as well as to give social support to students. Taking into consideration the need to develop the intellectual potential and skills of children, and to support their physical development in difficult conditions under the current socio-economic development period, programmes such as "Gifted Children", "Children of Russia" and others have been implemented.

The federal programme "Prevention of child homelessness and delinquency", adopted by Decree of the Government of 27 July 1996, No. 906, is crucial in helping to solve the street child labour problem. This programme is aimed at preventing child and adolescent homelessness and delinquency by improving legislation and implementing measures against homelessness and delinquency of children. State policy in education is regulated by the Constitution of the Russian Federation, RF Law "On Education", and a number of other laws and acts, which define the competence and empowerment of federal bodies, legislative and executive authorities, and local authorities.

Children's living conditions must be improved. The main aim of state social policy is to achieve the following improvements and reforms:

- to strengthen state guarantees for free and accessible primary, secondary and initial vocational education;
- to prevent child delinquency, homelessness and the abuse of children;
- to provide vocational training that helps prepare workers to find employment and to have solid cultural and professional backgrounds;
- to reproduce and develop labour potential in general; and
- to introduce normative financing of education and multi-level economic support for education, including resources other than allocated in the state budget.

#### **4.1.4 Employment of children**

According to labour legislation in Russia, children under 14<sup>23</sup> cannot be employed under any circumstances. Consequently all children under 14 working on the street are doing so illegally (informally) and never sign a contract with their employer. The informal nature of child labour does not allow the State to control its conditions or nature by the usual means, such as labour inspectorates and other controlling bodies. This lack of control leads to conditions where employers can easily infringe the rights and interests of working street children.

Experts believe that labour violations involving working children (even those over 14 years of age) are quite numerous. For example, in 1998 alone, official labour inspections discovered and dealt with more than 8000 violations. The following are the most common:

- Violation of article 176 of the Labour Code “Medical examination of young people”. Many companies employ people under 21 who have not passed compulsory medical examinations. Employers do not conduct obligatory yearly medical examinations of children. Medical examinations are not always conducted at the employers’ expense.
- Violation of article 18 of the Labour Code “Labour agreements/contracts”, and other acts of labour legislation defining the rules of employment and appropriate papers. Companies employ minors without signing official contracts, conducting special training or explaining safety measures and other labour protection rules. Employment records are not issued for children.
- Violation of part 3 of article 21 of the Labour Code, “Trial period of employment”. Children have to pass a trial period before being employed.
- Violation of articles 43, “Shortened working day for employees under 18”, and 54, “Restrictions of overtime work”, of the Labour Code. Children do not have a shortened working day and sometimes have to work overtime.
- Violation of article 175 of the Labour Code, “Jobs for which persons under 18 can never be employed”. Employers often use adolescents in jobs with harmful and dangerous working conditions, as well as work that could harm their moral development.
- Violation of article 178 of the Labour Code, “Leave for employees under 18”. Children under 18 receive a shortened annual paid leave.

<sup>23</sup> The current minimum age of employment in Russia is 15. Simultaneously, there are legislative provisions allowing temporary employment of 14-year-olds. See article 173 of the Russian Labour Code.

In addition, employers often violate other general norms of labour and labour protection concerning minors. These norms regulate labour relations and the provision of healthy and safe working conditions for all employees, regardless of their sex and age (delays in salary payment, remuneration for injury at work, violation of work and rest schedules, violations of labour safety rules and sanitary standards, etc.)

The problem of adolescent employment due to these violations can be solved by making appropriated amendments to the general agreement between trade unions, employers’ unions and the Government. Regional and branch agreements should be sined that would include measures to protect the right of under-age employees. Legal mechanisms to protect the rights of minors in the workplace should be strengthened, and more attention should be paid to adolescent employment when drawing up comprehensive programmes.

#### **4.2 Regional policy on the rights of the child**

In St. Petersburg, children’s rights are protected by a number of federal and regional legislative acts as well as by international conventions and norms. In addition to the Constitution and the Civil Code, basic documents defining the rights of children include the federal laws “On employment of the population of the Russian Federation”, “On Education”, “On state allowance to citizens with children”, “On prevention of child homelessness and juvenile delinquency”, “On additional guarantees of social protection to orphan children and children left without parents’ care”, etc.

Among the federal documents issued in 1999 the following have major importance in protecting the rights and interests of children:<sup>24</sup>

- RF Law of 24.06.99, No. 120, “On prevention of child homelessness and juvenile delinquency”.
- RF Law of 18.07.99, No. 171, “On changing article 16 of FL ‘On the state benefits to citizens with children’”.
- Decree of the State Duma and Federal Assembly of RF of 09.12.98, No. 3344-II GD, “On the necessity of improving social and legal protection of young people and children”.
- RF Government Decree of 10.05.99, No. 736-r, “On the plan of measures to be taken by the Federal executive bodies to prevent child homelessness in 1999-2000”.
- Letter of the Ministry of Labour and Social Development of 09.09.98 No. 146-OD “On strengthening ministerial control over implementation of legislation concerning protection of the rights of children who need state social help”.

<sup>24</sup> The official English translations of the titles are not available.

Regional state policy concerning children's rights and interests is based on documents issued at the federal level, and is specified in the legal acts of the Legislative Assembly of St. Petersburg and the city administration.

During 1999, different bodies in St. Petersburg adopted more than 20 legislative acts directly relating to the situation of children and their families and protecting the rights of children neglected by parents. They include:<sup>25</sup>

- Decree of the St. Petersburg Government of 12.08.99, No. 34, on the bill of St. Petersburg "On the St. Petersburg In-Focus Programme 'Youth of St. Petersburg' for the year 2000".
- St. Petersburg Law of 01.02.99, No. 12-3, "On the St. Petersburg In-Focus Medico-Social Programme "Disabled Children".
- Decree of the St. Petersburg Government of 25.02.99, No. 5, "On Holiday, Health and Employment Campaign for Children, Adolescents and Youth of St. Petersburg in 1999".
- Decree of St. Petersburg Legislative Assembly of 28.01.99, No. 24, "On the Critical Situation in Payment of Benefits to Elderly, Disabled Citizens and Children in Care".
- Decree of St. Petersburg Governor of 07.06.99, No. 37-p, "On Establishing a Working Group for Drafting the St. Petersburg Bill 'On Organizing the Work of Ward and Custody Bodies in St. Petersburg'".
- Decision of St. Petersburg Governor of 23.09.99 No 991-r "On the Regional System of Registering Children Neglected by Their Parents".
- Decision of St. Petersburg Governor of 30.12.99, No. 1405-r, "On Measures of Social Protection of Children in Care".
- Decree of St. Petersburg Government of 12.08.99, No. 32, "On the City In-Focus Social Programme 'Family Policy. Social Protection of Family and Childhood in St. Petersburg in 2000'".
- Decision of St. Petersburg Governor of 13.11.98, No. 1P8-r, "On Financing Social Support for Children and Adolescents with Limited Possibilities".
- Decision of St. Petersburg Governor of 08.02.99, No. 129-r, "On Measures to Implement the Concept of the Targeted Support System for the Population in St. Petersburg".
- Decree of the Committee on Labour and Social Protection of the Population of the Administration of St. Petersburg of 22.06.98 No. 84; Decree of the Committee on Family, Childhood and Youth of the St. Petersburg Administration of 22.06.98, No. 94, "On Providing Free Meals to Children from Families in Crisis".

<sup>25</sup> The official English translations of the titles are not available.

- Decree of the Committee on Family, Childhood and Youth of the St. Petersburg Administration of 18.05.99, No. 74, "On Rendering Material Support to St. Petersburg Families".

The regional mechanism that provides protection of the rights of children in St. Petersburg brings together organizations and departments from both state and local governing bodies.

In the three main branches of the state authority system — legislative, judiciary and executive — the social services and forms of social and legal protection of children are summarized as follows:

### ***1. Branch committees of the St. Petersburg Administration***

These bodies are responsible for taking a comprehensive approach to all main social issues, including those of young people, families and childhood. Committees have been set up to coordinate the network of corresponding establishments and organizations. In 1999, the following committees dealing with the social problems of children were formed as part of the city administration:

- Committee on Labour and Social Protection of the Population
- Committee on Family, Childhood and Youth
- Committee on Healthcare
- Committee on Education
- Committee on Science and Higher Education
- Department of Social Catering

The Department of the Federal State Employment Service of St. Petersburg and the Migration Service of St. Petersburg coordinate the activities of these committees.

The following committees also cover particular aspects of family and child protection:

- Committee on Culture
- Committee on Housing Policy
- Committee on Physical Culture and Sport

The City Department of Internal Affairs of St. Petersburg and the Leningrad Region plays an important role in helping street children and preventing child homelessness and child delinquency. Two of its structural bodies play a major role: the District and Transport Departments of Juvenile Delinquency Prevention (DJDP) and the Centre of the Temporary Isolation of Juvenile Delinquents (CTIJD).

## 2. Territorial bodies of the St. Petersburg Administration

An important role in solving family and childhood problems is played by the territorial bodies of the St. Petersburg Administration. The structure of these territorial bodies comprises those departments that provide the most important forms of family and childhood protection, including:

- Departments of social protection of the population, including the departments of child benefits, material and financial services, pension service;
- Centres of social service to the population which can include departments working with handicapped children, departments providing urgent social help, social consultative departments and others;
- Departments of the family, childhood and youth;
- District commissions on childhood issues.

## 3. Establishments subordinate to the branches and territorial bodies of the St. Petersburg Administration

Special establishments subordinate to the branches and territorial bodies of St. Petersburg administration work directly with children. Such establishments are usually defined by federal acts.

In the Committee on Education 17 Psychological, Pedagogical, Medical & Social Centres (PPMSC) and the City Interdepartmental Psychological & Pedagogical Consultative Centre offer psychological and pedagogical services for students and parents, and have developed a system of social pedagogical services in schools.

The Committee on Healthcare operates a crisis service providing emergency help to families and children. This is arranged under the supervision of the Territorial Departments of the administrative districts. In addition, there are five permanent social protection establishments run by the Territorial Departments in the city:

- Municipal Rehabilitative Centre “Stork” (Pushkin town)
- The social hostel of the Petrogradsky district
- The social hostel at the educational and leisure centre of the Education Department of the Kalininsky district
- Psychological Pedagogical Medical Social Centre of the Admiralty Education Department
- Social hostel for graduates of children’s home, No. 10.

**Establishments working with street children subordinate to the St. Petersburg administration**

Executive authority body	Main task	Types of establishments	No. of establishments	No. of children 1.1.2000
Committee on Education	Upbringing, education and support of children	Children’s homes, boarding schools, centres and others	39	3550
Committee on Family, Childhood and Youth	Preventing child homelessness, supervising shelters; adoption, ward and custody issues	Social rehabilitation centres, social shelters, family, women and children’s help centres, adolescents and young people centres, military-patriotic centres	7	329
Committee on Social Protection of the Population	Social protection of handicapped children	Psycho-neurological orphanages and boarding centres, social help services	5	1246
Committee on Healthcare	Medical provision of children’s health	Housing of children, children’s crisis services, medico-social consultation centres;	13	1121
Police Authorities of St. Petersburg and Leningrad region	Prevention of juvenile delinquency	Detention centre, juvenile police departments in districts and for transport	1	—
Territorial departments of administrative districts	Organization of social help, protection of rights of children	Shelters, children’s help centres	6	—

## 4. City interdepartmental commissions

Several interdepartmental commissions deal with child issues in St. Petersburg. The St. Petersburg Governor City Commission on Issues of Children plays an important

coordination and control role vis-a-vis state and non-governmental organizations dealing with the prevention of child homelessness and delinquency. In each of the 20 St. Petersburg administrative districts there are commissions to handle the problems of children, consisting of representatives of educational departments, law enforcement agencies, healthcare, social services, public organizations and others.

The following commissions have a specific mandate to work on the protection of children:

- City Commission on Issues of Children (Minors);
- City Commission of Children's Summer Vacation;
- Commission on the Control of Timely Payment of Pensions and Allowances;
- City Interdepartmental Commission on Youth Employment

In 1998 a city department was formed to protect children's rights and legal interests in St. Petersburg. Its director is also the commissioner on the rights of the child in St. Petersburg (a similar to that of ombudsman in some countries). This department is responsible for providing guarantees for children's rights and legal interests, developing international cooperation in protecting children's rights and improving legislation in accordance with international legal acts.

### **5. System of local government**

According to the Russian Law,<sup>26</sup> local governments and municipal authorities have power to implement ward and custody decisions related to the family and children; the municipal law upholds this authority.<sup>27</sup>

There are many specialized groups involved in the system of local government which address such issues as:

- identifying and registering orphans and neglected children;
- examining the housing and day-to-day living conditions of children who need state protection;
- making temporary arrangements for children neglected by parents and protecting their property; and
- solving all questions concerning children and family issues — adoption, custody, placement in an adoptive family, taking part in implementing court decisions on transferring children, answering parents' questions on rais-

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<sup>26</sup> Article 6 of Russian Federation Law "On general principles of organization of local government in the Russian Federation" of 28.08.95, No. 154-F3 (with revisions and additions).

<sup>27</sup> St. Petersburg law "On local government in St. Petersburg" of 23.06.1997, No. 113-35.

ing children, responding to complaints about the legal protection of children and other issues.

The Committee on Family, Childhood and Youth undertakes organizational work, such as inspections and family monitoring. Local government has several establishments providing direct help to those in need, such as the social hostel "Gelios Centre", and the municipal social help centre "Okkerville".

When evaluating the system of social and legal protection for children and families it is clear that there seem to be an excess of control bodies, duplication of work and insufficient exchange of information. Official circumlocution and organizational disagreements are a consequence of such situations, often hindering efficient and timely help to families experiencing difficulties. There is a general lack of coordination between state and non-governmental organizations.

When the Committee on Labour and Social Protection of Population evaluated social aid to the population in St. Petersburg, they found out the following:<sup>28</sup>

- too many social and municipal structures are responsible for the implementation of legal acts;
- the existing system of social aid is an extremely complicated organizational mechanism;
- there is practically no link between departmental databases, which makes it difficult to find and share information about people who need help and services;
- there is no unified registration system of the persons entitled to benefits.

The general conclusion is that this mechanism should be simplified and that a coordinated management should link all aid services.

### **4.3 Role of non-governmental organizations**

Non-governmental services help working street children in many ways e.g. by establishing orphanages and shelters, providing financial, medical, social and other types of help to neglected children, and providing legal, social and psychological support to families in critical situations.

At present more than 300 public unions and organizations are involved in charity work in St. Petersburg. One of the main drawbacks of the non-governmental sector is lack of coordination with other organizations.

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<sup>28</sup> Abstract from St. Petersburg Government Decree of 10.09.98, No. 27.

Experts from a number of NGOs acknowledge that more international projects aimed at helping working street children are needed in the city. NGOs have the following advantages over various state institutions:

- they are flexible in creating a variety of structures and networks to solve problems;
- they can raise money more easily because they have contacts with international organizations and foundations;
- they have wider social contacts which allow them to reach socially unprotected or marginalized people not covered by State social protection ;
- through their direct work with children and families, they have created the atmosphere of confidence with those groups of the population who had lost their faith in most State institutions long ago.

NGOs in St. Petersburg can be classified as follows:<sup>29</sup>

- Representatives of international organizations ( e.g. Christian Children's Foundation of Great Britain, St.Petersburg office of Medecins du Monde;
- Family unions and family-oriented public organizations;
- Legal protection organizations;
- Women's organizations;
- Youth and children's organizations;
- Different social services including those established by different religious groups.

According to the nature of their activities the NGOs can be further divided into two main types: organizations which raise and distribute funds for various charitable purposes, and organizations which run active services and institutions,<sup>30</sup> for example, health clinics, social service facilities, shelters and day-care centres.

At present there are seven orphanages in St. Petersburg for children left with no parental care, set up by NGOs. The number of children under their care is much lower than the number of those in state institutions (3.1 per cent, according to data from early 1999), but they are a good solution for a child without documents necessary in a state shelter, or when state institutions are full. Another advantage is that NGOs' centres place no restriction on the maximum duration of a child's stay. This helps prevent their returning to the street and explains the low percentage of children placed in private rather than state-run centres.

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<sup>29</sup> The classification from "Analytic Materials on the Situation of Children in St. Petersburg in 1999", prepared for the annual State report by "Family" Centre in April 2000, was used.

<sup>30</sup> Ibid., p. 81.

Religious charity organizations (two of which are referred to below) constitute seven per cent of all charity organizations in St. Petersburg. As the survey showed, moral values are important to many working street children (57 per cent said they held religious beliefs).

The following NGOs actively help street children in St. Petersburg:<sup>31</sup>

***1. Organizations with no permanent establishments to render financial, medical, social, psychological and other types of assistance to neglected children and their families***

*Medecins du Monde, St. Petersburg office*

This organization runs a centre, which provides medical, social and psychological help to children and young people. The centre is open every day, and children can go there themselves or accompanied by social workers from other organizations. Tests for hepatitis and syphilis are conducted and, if necessary, the centre helps to send the child to a specialized medical institution. The organization has its own social service and is fully financed by Medecins du Monde.

*"Rainbow of Hope" day-care centre for children*

The St. Petersburg Christian Enlightening Charitable Non-Governmental Foundation "Serving" founded this centre, which is financed by the foundation as well as through private donations. It has received several grants from the American organization "Enlarge the Harvest", and in 2000 it received a grant from the US Agency of International Development (USAID) under their programme "Help to Orphans in Russia". Every day up to 40 children attend the day care centre, where they are provided with food and clothing.

*"Return", a regional public organization*

This organization runs a preventative programme, called "Bus", for drug addicts, and provides counseling and advice to increase public awareness of the harmful effects of drugs. It also carries out tests for AIDS and syphilis and offers medical services, patient referrals to specialized hospitals, and legal advice. Any child or teenager voluntarily coming to the organization is given help. The programme is financed by grants received from international organizations such as "Taxis-Lien" and others. Besides the "Bus" programme, "Return" runs counseling centres in city medical establishments, as well as a centre for hypodermics exchange in Kolpino.

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<sup>31</sup> The official English translations of the names of the organizations mentioned in this section were not available.



*“Innovation Centre”, St. Petersburg Regional Public Organization*

The Innovation Centre projects are run with the support of various charity organizations from Germany, Denmark, Sweden and the United States. Their main projects dealing with street children are:

- “Infirmity” medical social centre (established in 1994 by the Berlin agency “Perspektiven e.V.”), providing first-aid, medical, social and psychological care to children and adolescents;
- “Island” medical social centre: pedagogical and social work, specialists’ advice on legal issues, help in choosing profession, social patronage;
- “Hospital No. 15”, which is a joint project with pediatric hospital No. 15 in Nevsky district;
- CLUB for children and adolescents ‘K9C’, which arranges leisure activities for children from the Central district, especially for those from families in “at-risk groups”.

## **2. Organizations running permanent establishments for urgent placement of children in crisis situations**

*“Children’s Ark” child shelter.*

Established in 1998 by the St. Petersburg division of the Logos International, it can accommodate 30 children between the ages of 7 and 18.

*“Life” child shelter.*

Life was established in 1997, privately funded by its founders. Since 1997 it has received some financial support from different charity organizations and private donors (Finland, United States). The shelter can accommodate 23 children aged between 5 and 18 (including those from the surrounding Leningrad region). Children can come at any time of the day or night.

*“St. Petersburg Foundation for Protection of Children”, regional charity public organization.*

This organization was established in May 1995 on the initiative of the “People’s Bible Society” (Finland). Twice a week social workers distribute food to neglected children and adolescents and organize street outreach programmes. The society runs two shelters: “Masha”, for girls from 4 to 20 years (12 places), and “Hope-2”, for boys from 7 to 17 years (12 places).

*“Child Protection”, regional public charitable foundation.*

This organization was also founded in May 1995, but in the summer of 1999 it became independent from the St. Petersburg Foundation for Protection of Chil-

dren. “Child Protection” works with neglected children, children left without parental care, children in dangerous social situations and street children of St. Petersburg. The foundation runs several programmes, including several aimed at comprehensive social work with children and their families.

The Foundation’s programmes include:

- Street social service: aims to establish primary contacts with children on the street and guide them to the appropriate division of the Foundation or to other social protection institutions. During the twice-weekly street outreach programmes, social workers feed children, give them medical aid, distribute leaflets with useful information and addresses of different organizations, find out why the child is on the street, and refer the child to a shelter.
- “Hope” social shelter for boys: Hope has been working for four years, and since November 1999 has been part of the “Child Protection” Foundation; 12 children from 6 to 18 years live there permanently.
- Daytime rehabilitation centre for neglected children: The centre was set up in March 2000 to help minors from families in crisis. Children receive social, psychological and medical help, food, primary education and basic vocational training, and are introduced to orthodox spiritual and moral values. Their free time and summer vacations are filled with activities. The centre is attended daily by 15-20 children and more than 50 children participate in different events.

Work with families is aimed at re-establishing links with the child and bringing him/her back to the family and school. When this is not possible, the child is placed into a shelter or social hostel. Planned and developed Foundation programmes include:

- A social hostel for young people leaving the orphanages, children’s homes and vocational training schools for orphans (set up on 1 September 2000, accommodating 15 people). It was established for young people over 16 years leaving orphanages, children’s homes, and vocational training schools to prepare them to live on their own and to help them through the period when housing is granted to them by law. While at the hostel, adolescents learn the necessary social skills for living on their own.
- “Crisis apartment” gives temporary refuge (up to 2 weeks) to children or mothers with children experiencing difficult situations, to prevent them from turning to the street when there are no places in city orphanages.
- A programme to help families with adopted children: giving social assistance, contacting specialists (pedagogues, psychologists, lawyers, speech therapists, etc.), providing them with clothing, food, medicine, etc.

- A day-care centre for supporting families experiencing difficult situations. Its aim is to prevent children of crisis families from being placed in state ward institutions, and from leaving their homes for the street. Families of the children attending this day care centre receive social, psychological and financial help. Self-help groups are formed among the parents taking part in the programme.

Financial support is provided by the Finnish “People’s Bible Society” (KRS), the Finnish Orthodox Church and Keystone Service Systems Inc. (United States).

The following programmes have been implemented since 2000 with the financial support of the United Nations Children’s Fund (UNICEF):

- “Forming social skills of young people leaving children’s homes, vocational training schools for orphans and orphanages on the basis of a social hostel” (from 01.09.2000 to 31.08.2001);
- Support project “Programme of overcoming social orphanages and running social rehabilitation for the at-risk adolescents addicted to psychoactive substances” (from 01.09.2000 to 28.02.2001);
- “Forming labour skills and developing artistic skills in neglected children on the basis of a ceramic workshop of the day rehabilitation centre for neglected children” (from 01.10.2000 to 30.09.2001).

When evaluating the overall input of existing programmes run by NGOs, the following important points should be noted:

1. Street social services, or street outreach programmes, allow organizations to provide direct help to street children (financial, medical, informational) and to take all necessary measures to take the child off the street to return to his/her family or to place the child in an appropriate social protection institution. In case the child is not ready or unwilling to leave the street, he/she is taken under state custody. Studies show that it is very difficult, when a child has been on the street for more than six months, to take her/him off the street.
2. Organizing permanent establishments provides an opportunity to temporarily accommodate a street child or a child from a family in crisis to solve the child’s problems. The advantage of private establishments is that they offer a possibility to quickly enroll any child, even one from the surrounding regions without papers. The interviews with working street children showed that there is a need for such establishments: 7.2 per cent of the respondents expressed their wish to have a permanent place to stay overnight. (Most respondents expressed no wish to change their lives). — At the same time, 77.6 per cent of working street children have some family ties, and 9 per cent of the rest want

to go back to their families. This shows that the following activity is very important to help solve the problems of street children.

3. Preventive and rehabilitative work with families, providing financial, medical, social, psychological and other types of help to children and their families in crisis. Surveys show that child labour stems from the situation in the family. An overwhelming majority of experts (96.5 per cent) believe that the problem of child labour can be solved only through working with family and relatives, and implementing different support programmes for families in difficult situations, as well as measures aimed at strengthening and re-establishing social links between the child and the family. In order to make the activities of various organizations more effective, a coordination centre must be set up in the city to set a specific child labour agenda.

## 5. POSSIBLE SOLUTIONS TO THE PROBLEM OF WORKING STREET CHILDREN AND MAIN RECOMMENDATIONS

### 5.1 Coordination of all parties involved

In order to solve the serious social problem of working street children, efforts of all existing organizations, both governmental and non-governmental, must be coordinated. This should be done by exchanging information about all bodies and programmes that help children, and by conducting joint round table discussions and workshops. No single organization is at present qualified to coordinate the implementation of an overall programme aimed at the elimination of child labour on the street.

It is also useful to involve various church organizations to work with street children. Children need not only financial help but also moral and spiritual development, and the church's help can be invaluable to families in need. Some of the church establishments and organizations already actively working with street children are: the St. George Foundation, the charity foundation "Give the Child a Chance", St. Petersburg bishopric of Moscow patriarch, parishes of the Russian Orthodox Church, St. Petersburg Charity Brotherhood of St. Anastasia, and others.

### 5.2 Improving legislation

The problem of working street children cannot be solved without a major reform of legislation at the Federal level. Reforming Federal acts must be chosen as a priority, to protect neglected children and increase parents' administrative and legal responsibility for the violation of the child's rights. The system of monitoring children's environments should also be revised.

It is necessary to ratify and implement ILO Convention 182, as the Convention can be a guide for developing national policies and action programmes.

Also, some legal acts could be changed at the local level — for example, a child's stay in an orphanage should be extended until the problems of the child are resolved and he/she is prepared to live on his/her own.

### 5.3 Role of the education authorities

One of the main causes of children living and working on the street is that schools often fail to fulfill their fundamental role, which is not only to provide children with

knowledge and skills, but also to take care of their personal and moral growth and prepare them for the adult life. According to the survey conducted by the Sociological Department of St. Petersburg State University in 1999, nearly two thirds of parents (64.4 per cent) feel there is a link between their fears for their children's fate and the period when children are at school. They are afraid that the child will be exposed to negative influences, develop antisocial habits, values and behaviour. Schools traditionally do not interfere when the child faces problems that eventually make them turn to the street. Efforts to involve secondary schools and vocational training institutions in preventative programmes would be useful in this respect.

Table 26

**Answers to the question: "To what extent, in your opinion, can schools and vocational training schools help solve the problem of working street children?"**

Variants of the answer	Schools %	Vocational schools %
To a great extent	42.5	46.5
To a rather small extent	33.3	38.4
Cannot help at all	21.8	12.8
Difficult to answer	2.3	2.3

Social pedagogues and teachers should work in close contact with the child's family. Specific attention should be paid to school dropouts (usually in the 5-6th grade).

For those children who cannot go to school, special education programmes should be developed to address the social and psychological status of the child. For children from "at-risk groups" (one third of all school children), food (breakfast & lunch) should be free in all city schools, and the paperwork to receive free boarding should be simplified.

More attention should be paid to organizing children's leisure time. At present there are very few activities or clubs at school free of charge, and many normal but low-income families find it difficult to pay for them. Schools should run a larger variety of hobby clubs, sports and music clubs, organize special events (celebrations, hiking) and set up playgrounds. Schools should also run some type of a public organization for children. Summer camps for children of low-income families should be organized; the research shows that the number of working street children increases during summer holidays.

Vocational schools should admit children irrespective of their level of education, and teach them useful professions (such as driver, cook or builder). Students should

receive grants. Vocational schools should be allowed to admit children at the age of 13, and should set up special groups for children from problematic families in crisis and provide them with free boarding.

#### **5.4 Recommendations based on research results**

##### **Help to children and their families at the local level**

According to the Russian legislation, local government bodies are responsible for organizing the custody of children in difficult circumstances. This means that local councils and district administrations have more possibilities than any other structures to develop and introduce new programmes to help working street children.

A survey of local government bodies shows that they find it difficult to implement programmes because the necessary expertise is often lacking in the district and city administration, and local communities have insufficient means to carry out their own social programmes.

At the local level, children's clubs and sports facilities should be created. A network of free hobby clubs should be developed, providing children and adolescents with productive and pleasurable leisure time. Social clubs could be set up in cellars of houses, to encourage pensioners, veteran boards and communal services to become involved in this work. Sports competitions between different houses and districts and other kinds of events should be arranged.

Municipal databases on job opportunities for employing adolescents for 4 hours a day of light work should be set up.

##### **Support to working street children**

The results of the survey show that many street children are neither ready to return to the family nor to go to an orphanage. To help them find support new types of establishments should be created; the experience of city organizations already successfully doing projects for street children should be replicated.

First of all, a network of social workers should be set up to rehabilitate street children, made up of those people who are genuinely interested in this work, and who would be specially trained for this purpose. They would identify the street children and offer them different types of assistance.

For children who do not want to live in the family or in an orphanage, drop-in hostels could be opened. Many children said they needed places where they could just stay overnight: hostels like this could be a place where a first step towards future

socialization of these children would be made. Services of qualified psychologists should be also available there.

The network of orphanages and hostels should be enlarged and bureaucratic procedures simplified. Proposals include centres of primary adaptation (out of town), year-round camps in the country and boarding schools offering the possibility of vocational education. Special programmes of social adaptation should be developed for children who have spent a long time on the street. It must always be borne in mind that long-term, stable results can only be achieved through continuous, on-going support.

Children who do not want to go to the orphanages are often ready to live in foster families. Family educational groups should be set up in orphanages under supervision of psychologists, doctors or pedagogues. Temporary foster families taking children for periods of up to 6 months have been introduced in the Samara region. This experience could be replicated in St. Petersburg. If the child still has connections to her/his own family during this time, contacts could be re-established and the child returned to his/her biological family.

##### **Awareness-raising on the issue of working street children**

Representatives of city and local self-governed bodies, law enforcement agencies, social workers, educators, employers and all specialists working with children should be encouraged to exchange information at joint seminars and participate in round-table discussions to increase awareness of the problem.

Exchange of experiences should take place between the public at large and those organizations, which have practical contact with street children and research and policy groups, such as ministries, intergovernmental and non-governmental organizations.

Coordination of the strategies and efforts of all parties involved could help define roles and responsibilities. A unified information database on neglected working children and the organizations offering them different kinds of services should be set up as soon as possible.

APPENDIX

**INTERNATIONAL LABOUR ORGANIZATION**

**ST. PETERSBURG ACTION COMMITTEE ON THE ELIMINATION  
OF CHILD LABOUR (IPEC)**

## **QUESTIONNAIRE**

SURVEY OF CHILDREN WORKING ON THE STREET

*St. Petersburg. 2000*

1. SEX (stated by the interviewer):

1. Female

2. Male

2. AGE: (full years) \_\_\_\_\_

3. EDUCATION AT THE MOMENT OF POLL (finished grades in secondary school) \_\_\_\_\_

4. DID YOU GO TO SCHOOL DURING THE LAST YEAR?

1 I went there every day (nearly every day)

2 I did, but not during the last months

3 I did not study during the last year

4 I haven't attended school for more than one year

5 I haven't attended school for the last 2–3 years

6 I have never gone to school

5. SINCE WHAT YEAR HAVE YOU BEEN LIVING IN ST. PETERSBURG \_\_\_\_

6. WHERE WERE YOU BORN, FROM WHERE DID YOU COME TO ST. PETERSBURG?

1 Born in St. Petersburg

2 Born in Leningrad region

3 Came from other region, city of Russian Federation

4 Came from the former CIS States

5 Came from the Baltic States

6 Other answer

7. WHAT IS YOUR FAMILY STRUCTURE, DO YOU HAVE BOTH PARENTS?

1 Both parents

2 Only a mother

3 Only a father

4 Mother + stepfather

5 Father + stepmother

6 No parents, brought up by relatives

7 Completely an orphan

8 Other answer

8. ARE YOUR PARENTS WORKING?

1 Both parents (including stepmother, stepfather) have earnings

2 Only mother (stepmother) has earnings

3 Only father (stepfather) has earnings

4 Both parents (including stepmother, stepfather) do not work

5 Other answer

9. SINCE WHAT AGE HAVE YOU BEEN WORKING? Since the age of \_\_\_\_\_

10. WHAT ARE YOUR HOUSING CONDITIONS, WHERE IS YOUR FAMILY LIVING?

1 Separate apartment

2 Communal flat

3 Room in a hostel

4 Nowhere, we don't have housing

5 other answer

11. HOW OFTEN DO YOU LIVE (SPEND NIGHTS) AWAY FROM HOME?

1 Permanently live at home

2 Spend nights away from home 2–3 times a week

3 Stay away from home for weeks (up to 1 month)

4 Permanently stay away from home (more than 1 month)

5 Stay away from home during the season (summer)

6 No answer

12. WHERE DO YOU MOSTLY LIVE (SPEND NIGHTS) IN SUMMER (DURING WARM SEASON)?

- 1 At parents (relatives)
- 2 At acquaintances
- 3 In cellars, attics of houses
- 4 In the open air (on the street, in a park, etc.)
- 5 Other answer

13. WHERE DO YOU MOSTLY LIVE (SPEND NIGHTS) IN WINTER (DURING COLD SEASON)?

- 1 at parents (relatives)
- 2 at acquaintances
- 3 in cellars, attics of houses
- 4 in the open air (on the street, in a park, etc.)
- 5 other answer

14. HOW WOULD YOU DESCRIBE YOUR HEALTH, HOW DO YOU FEEL?

- 1 Completely healthy, I do not remember when I was ill
- 2 I fall ill sometimes, but not more often than others
- 3 I can't call myself healthy, I fall ill quite often
- 4 I have problems with my health, some serious illnesses

15. HAVE YOU EXPERIENCED A SITUATION WHEN DURING WORK YOUR LIFE OR HEALTH WAS IN DANGER (YOU WERE BEATEN, THREATENED TO BE KILLED AND IT WAS SERIOUS)?

- 1 Yes                      2 No                      3 I do not want to talk about it

16. WHAT DANGERS OR THREATS DO YOU ENCOUNTER AT WORK?

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17. HAVE YOU EXPERIENCED SITUATIONS OF SEXUAL ABUSE FROM GROWN-UPS OR TEENAGERS?

- 1 Yes                      2 No                      3 I do not want to talk about it

18. WHAT MEANS ARE YOU LIVING ON (point out 2-3 main sources of you income)?

- 1 own earnings (from any kind of labour activity)
- 2 money from parents
- 3 money from relatives
- 4 money from friends and acquaintances
- 5 allowances, pension, humanitarian help
- 6 casual, not criminal income (begged, found, given, etc.)
- 7 casual, not quite legal income (taken by force, made off with, etc.)

19. HOW DOES YOUR EMPLOYER NORMALLY PAY YOU (point out 2-3 main types of payment for your work)?

- 1 money
- 2 food (not alcohol, cigarettes)
- 3 alcohol, cigarettes
- 4 things
- 5 drugs
- 6 other

20. WHAT JOB DO YOU MOSTLY HAVE TO DO?

- 1 to work as loader, to transport goods
- 2 help to sell things in a kiosk, at the market
- 3 to clean working or trade premises
- 4 to guard things, goods
- 5 to wash cars
- 6 to be involved in prostitution
- 7 to sell drugs
- 8 to collect and give in bottles, refuses (waste paper, scrap metal, etc.)
- 9 other variant (state what)

21. WHAT SUM DO YOU MANAGE TO EARN PER DAY ON AVERAGE (ONLY IN MONEY, NOT COUNTING THE PRICE OF GOODS, FOOD, ETC.)? \_\_\_\_\_

\_\_\_\_\_ roubles

22. APPROXIMATELY WHAT IS YOUR TOTAL INCOME PER DAY IN ROUBLES TAKING INTO CONSIDERATION THE PRICE OF GOODS, FOOD, ETC.? \_\_\_\_\_ roubles

23. HOW MANY HOURS PER DAY DO YOU HAVE TO WORK IN AVERAGE? \_\_\_\_\_ hours

DID YOU HAVE TO WORK MORE THAN 4 HOURS A DAY?

	YES	NO
24 5-6 hours	1	2
25 6-8 hours	1	2
26 8-12 hours	1	2
27 12 hours and more	1	2

28. HOW DID YOU FIND THIS JOB; WHO TOLD YOU THAT IT WAS POSSIBLE TO WORK (RECEIVE EARNINGS) HERE?

1. I found the job myself, no one told me
2. parents told me
3. grown up relatives, family acquaintances told me (invited me)
4. grown ups (casual acquaintances, not relatives) told me (invited me)
5. I learned from other children I know (not members of your family, not relatives)
6. I learned from children members of my family (brother, sister, close relatives)
7. found information in a newspaper or magazine
8. found it in a street advertisement
9. Other

29. WOULD YOU AGREE TO CHANGE YOUR WORK IF YOU WERE OFFERED ANOTHER WORKING PLACE, FOR EXAMPLE A TEMPORARY WORKING PLACE FOR CHILDREN UNDER AGE ORGANIZED BY THE EMPLOYMENT SERVICE AND WHICH VARIANT WOULD YOU CHOOSE FOR YOURSELF?

- 1 to work in the youth group, helping farmers in the Leningrad region
- 2 to work in the park and garden department of St. Petersburg
- 3 to work in a workshop of vocational school
- 4 to work in the workshop of school vocational education centre
- 5 would not agree to any of these variants

30. HOW HARD IS YOUR JOB FOR YOU?

- 1 I work easily, never get tired
- 2 it is hard to work, but bearable
- 3 I get very tired, sometimes hang on by the skin of my teeth

31. WHAT MAKES YOU WORK (point out 2-3 main reasons that make you work)?

- 1 I need money for buying necessities (not drugs)
- 2 I want to have more pocket money to feel independent
- 3 I need money for better food (I mostly spend money for food)
- 4 I need money to buy drugs
- 5 I work to survive
- 6 I need money to help my parents
- 7 I need money to help my brother (sister)
- 8 I am made to work, I do it under threat
- 9 other variant

32. IS THERE ANYONE WHO GUIDES YOUR WORK, ORGANIZES IT, DECIDES WHAT AND HOW YOU SHOULD DO IT?



- 1 no, I work completely alone
- 2 we work in group, but we have no boss
- 3 I work alone and have a boss (master)
- 4 we work in group, we have a boss (master)
- 5 other answer \_\_\_\_\_
- 6 no answer

33. IMAGINE THAT THE SAME JOB YOU ARE DOING IS FULFILLED BY YOUR BROTHER (SISTER) WHO IS SLIGHTLY YOUNGER THAN YOU, WHAT WOULD YOUR ATTITUDE TO THIS BE?

- 1 I would not mind him (her) doing the same as I do
- 2 I would not like them to work as I do
- 3 I do not care

34. DID YOU HAVE TO GIVE PART OF THE EARNED MONEY TO SOMEONE UNDER THREAT?

- 1 Yes                      2 No                      3 I do not want to talk about it

35. DID YOU HAVE TO GIVE SOMETHING (MONEY, THINGS) TO THE POLICE, SO THEY WOULD NOT PREVENT YOU FROM WORKING?

- 1 Yes                      2 No                      3 I do not want to answer this question

WHAT DO YOU BELIEVE IN, WHAT DO YOU CONSIDER IMPORTANT IN YOUR LIFE? STATE YOUR AGREEMENT / DISAGREEMENT WITH THE FOLLOWING EVALUATIONS

		agree	do not agree	difficult to say
36	there are very few trustworthy people in the world	1	2	3
37	I do not think it is a big sin to lie from time to time as many people do	1	2	3
38	I consider myself a believer (I believe in God)	1	2	3
39	I dream to return and live with my family	1	2	3

PLEASE TELL ME, WHAT IS IN YOUR OPINION THE DIFFERENCE BETWEEN YOU AND THOSE CHILDREN OF THE SAME AGE, WHO LIVE IN SAFE FAMILIES WITH PARENTS AND DO NOT HAVE TO WORK?

		yes	no	difficult to say
40	I know life and people better than they do	1	2	3
41	I appreciate real friendship and sincere help more	1	2	3
42	I am more brave in deeds, decisive in actions	1	2	3

43. IF YOU WERE OFFERED CONDITIONS, UNDER WHICH YOU COULD LIVE, STUDY AND COMMUNICATE WITH GOOD CHILDREN WOULD YOU BE READY TO QUIT WORKING ON THE STREET?

- 1 ready, can do without money, even pocket money
- 2 ready in general, but will still work from time to time to earn some pocket money
- 3 will continue working under any conditions
- 4 other answer

44. IF IT WERE POSSIBLE, IN ADDITION TO SCHOOL WORK WOULD YOU LIKE TO LEARN SOME PROFESSIONAL SKILLS (FOR EXAMPLE, DRIVING LESSONS, COOKING CLASSES, ETC.)?

- 1 I do not want to study at all
- 2 I would like to study only at school
- 3 I am ready to study and get professional training
- 4 I do not want to study, but I would like to get professional training
- 5 it is difficult to say

45. WHAT DO YOU THINK ABOUT YOUR FUTURE, WHAT WOULD YOU LIKE TO BE, WHERE WOULD YOU LIKE TO WORK?

- 1 I would like to work with machinery (with tools, cars, computer)

- 2 I would like to work mainly with people (e.g. in trade or be a teacher, etc.)
- 3 I would like to have a creative job (be an artist, musician, journalist, so on)
- 4 I would like to go to the country and work with the land
- 5 I would like to serve (in the army, militia, fire brigade)
- 6 I would like to become a professional sportsman
- 7 other variant

46. PLEASE TELL ME, WOULD YOU LIKE TO JOIN A YOUTH ORGANIZATION (NOT CRIMINAL): HAVE INSIGNIA, TAKE PART IN THE MEETINGS, WORK AND REST TOGETHER, GET SUPPORT AND PROTECTION?

- 1 Yes
- 2 Maybe yes
- 3 Maybe no
- 4 No
- 5 Difficult to say

47. AS YOU KNOW, CURRENTLY MANY CHILDREN NOT ONLY WORK BUT ALSO LIVE ON THE STREET. MANY ORGANIZATIONS TRY TO HELP THEM IN DIFFERENT WAYS. WHAT TYPES OF HELP WOULD YOU FIND MOST SUITABLE FOR YOU, WHICH WOULD YOU CHOOSE IF YOU WERE OFFERED THE FOLLOWING:

1. to live and study in the state orphanage — boarding school
2. to live and study in a non-government orphanage (private shelter)
3. to have a permanent place to spend nights but live on your own (night shelter)
4. to live with adoptive parents
5. to live, study and work in a boarding camp with many your peers (“Commune”)
6. to live in a country house together with 5–7 similar children and “mother-hostess” (“Children’s village”)

7. to live at a monastery, church, be brought up in the religious spirit
8. to live and be brought up under a military regiment, military school
9. other variant (state what)
10. None of the variants, I do not want to change my life

48. WHAT DO YOU THINK ABOUT LEAVING THE STREET AND LIVING IN A FAMILY PERMANENTLY?

- 1 I would like to go back to my family
- 2 I do not want to go back to my family, but I would like to live with adoptive parents
- 3 I do not want to live in a family under any circumstances
- 4 other answer
- 5 it is difficult to answer
- 6 this question does not concern me, I am living in a family already

THANK YOU FOR YOUR ANSWERS  
INTERNATIONAL LABOUR ORGANIZATION

ST. PETERSBURG ACTION COMMITTEE ON THE ELIMINATION  
OF CHILD LABOUR (IPEC)

# **QUESTIONNAIRE**

SURVEY OF EMPLOYERS

*St. Petersburg, 2000*

1. MAIN TYPE (DIRECTION) OF ORGANIZATION (EMPLOYER) ACTIVITY

\_\_\_\_\_  
\_\_\_\_\_

2. NUMBER OF EMPLOYEES (total)

1. up to 5 people
2. 5–15 people
3. 15–50 people
4. 50 –100 people
5. 100 people and more

3. OWNERSHIP

1. entrepreneur without legal entity
2. private enterprise (PE)
3. OOO
4. ZAO
5. other variant

4. CITY DISTRICT \_\_\_\_\_

5. PLACEMENT

1. market, container market
2. trade complex, supermarket
3. at the metro station
4. at the railway station
5. filling stations, parking places
6. other \_\_\_\_\_

6. HOW MANY CHILDREN UNDER 13 IN AVERAGE WORK DURING THE DAY?

\_\_\_\_\_ kids

7. WHAT WORK ARE THEY DOING (point out not more than 2-3 types)

- 1 work as loader, transport of goods
- 2 help to sell things in a kiosk, at the market
- 3 clean working or trade premises
- 4 guard things, goods
- 5 wash cars
- 6 other variant (state what) \_\_\_\_\_

8. WHOSE INITIATIVE IS THAT CHILDREN ARE COMING TO WORK FOR YOU

1. children come themselves and ask for a job
2. children are brought by their parents
3. the employers themselves are looking for the children who could work for them
4. other variant \_\_\_\_\_

9. WHAT IS THE NATURE OF THEIR JOB (choose not more than 2–3 variants)

1. permanent
2. seasonal
3. here and there

10. WHAT IS, IN YOUR OPINION, THE MAIN REASON CHILDREN ARE WORKING FOR YOU?

- 1 save money to buy some necessary thing (not drugs)
- 2 want to have more pocket money
- 3 they need money for better food
- 4 they need money to buy drugs
- 5 work to survive
- 6 they are made to work, they do it under pressure
- 7 other variant

11. HOW MANY HOURS IN AVERAGE DO THEY WORK PER DAY (EACH)

\_\_\_\_\_ hours

DO THEY SOMETIMES WORK MORE THAN 4 HOURS PER DAY?

	YES	NO
12. 5–6 hours	1	2
13. 6–8 hours	1	2
14. 8–12 hours	1	2
15. 12 hours and more	1	2

16. HAVE YOU SOMETIMES USED CHILDREN FOR WORKING AT NIGHT?

- 1 Yes                      2 No                      3 I won't answer

17. HOW AND BY WHAT MEANS DO YOU NORMALLY PAY THEM (point out 2-3 main types of payment)?

- 1 money
- 2 food (not alcohol, not cigarettes)
- 3 alcohol, cigarettes
- 4 things
- 5 services (housing, food, dwelling, etc.)
- 6 other \_\_\_\_\_

18. WHAT SUM DOES A CHILD WORKING FOR YOU EARN IN AN AVERAGE DAY (IN ROUBLES INCLUDING COSTS OF GOODS, FOOD, ETC.)?

\_\_\_\_\_ roubles

19. WERE THERE CASES WHEN YOU HAD TO PUNISH CHILDREN WORKING FOR YOU PHYSICALLY FOR BAD WORK OR OTHER FAULTS ?

1. yes, quite often
2. very seldom
3. no, never
4. I do not want to answer this question

20. HAVE YOU EVER HAD CONFLICTS WITH THE POLICE OR CLAIMS FROM SOME OTHER ORGANIZATIONS BECAUSE OF CHILDREN WORKING FOR YOU?

1. yes, many times
2. very seldom
3. no, never
4. I do not want to answer

21. WHAT DO YOU THINK ABOUT CHILDREN WORKING FOR YOU? (choose 2-3 suitable variants)

1. evaluate rather positively, children get their income
2. evaluate rather positively, children are busy, they get used to labour
3. evaluate rather positively — children are taken care of
4. evaluate rather negatively (why) \_\_\_\_\_
5. I do not care
6. I do not want to answer

22. WHAT IS YOUR ATTITUDE TO CHILDREN LABOUR IN PRINCIPLE, DO YOU CONSIDER IT A PROBLEM FOR OUR CITY?

1. yes
2. maybe yes
3. maybe no
4. no
5. difficult to answer

23. HOW DO YOU THINK, WHAT SHOULD BE DONE TO SOLVE THE STREET CHILDREN LABOUR PROBLEM IN OUR CITY?

\_\_\_\_\_

THANK YOU FOR YOUR ANSWERS!

INTERNATIONAL LABOUR ORGANIZATION  
ST. PETERSBURG ACTION COMMITTEE ON THE ELIMINATION  
OF CHILD LABOUR (IPEC)

QUESTIONNAIRE  
FOR EXPERT POLL  
(FOCUSED INTERVIEW)

*St. Petersburg, 2000*

## I. INFORMATION ABOUT EXPERT AND ORGANIZATION

1. \_\_\_\_\_

(Name)

2. Expert's position in the organization

1. Leader of the organization (institution)
2. Leader of division (department)
3. Normal employee

3. Type of organization, sphere of its activity

1. State authorities
2. Local authorities
3. Legal bodies (court, prosecutor's office)
4. Pedagogical establishments (educational)
5. Health care
6. Ministry of Internal Affairs
7. Public organization (Russian)
8. Public organization (foreign)
9. Other (please, write) \_\_\_\_\_

4. Expert's experience in his or her field

1. up to 1 year
2. 2-3 years
3. 3-5 years
4. 5-10 years
5. 10 years and more

5. Groups (categories) of children, with whom organization is working (point out 2-3 main groups)

1. neglected (street) children
2. prostitutes
3. handicapped children
4. orphan children
5. children from low income families
6. refugee children
7. other \_\_\_\_\_

6. What kind of programmes (types of activity) intended to help working street children is your organization implementing (aims, direction, and mechanism of help and so on)?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Who finances your programmes aimed to help working street children, what is the share of state financing?

\_\_\_\_\_

## II. PROBLEM BLOCK OF QUESTIONNAIRE

8. What is the "geography" of places in the city; that is, where are working street children concentrated (name concrete addresses, streets, places)?

\_\_\_\_\_  
\_\_\_\_\_

9. What is your estimation of the number of street children in St. Petersburg?

*Children in total:* \_\_\_\_\_

*Children under 13* \_\_\_\_\_

*Working children under 13* \_\_\_\_\_

Children under 13 involved in illegal business  
(selling stolen things, drugs, etc.) \_\_\_\_\_

Children under 18 involved in prostitution \_\_\_\_\_

10. What would you say is the demographic portrait of St. Petersburg street children under 13 (give your evaluation of boys and girls correlation, age structure — how many and of what age, family characteristics, etc.)

\_\_\_\_\_

11. Please, describe the main types of jobs which street children have to fulfil.

\_\_\_\_\_

\_\_\_\_\_

12. What do you think, can one say that in our city there exists not only the problem of street children themselves (being neglected, homelessness, etc.), but also the problem of EXPLOITATION OF CHILD LABOUR concerning street children?

1. Yes
2. maybe yes
3. maybe no
4. No
5. difficult to answer

13. How well according to your opinion is the public awareness of the problem regarding the exploitation of street children labour (in St. Petersburg)?

1. such problem does not exist, it is exaggerated
2. this problem is paid too much attention to, there are any other not less important problems
3. in general the society is adequately informed about this problem
4. the society is not enough informed about this problem
5. there is no information at all, the problem is not paid attention to
6. difficult to answer

In your opinion, is enough attention, paid to the problem of street children labour by the following organizations (the city in general, not talking about some specific cases)?

		yes	no	difficult to answer
14.	City administration represented by different committees	1	2	3
15.	Local government bodies	1	2	3
16.	Law enforcement agencies	1	2	3
17.	Trade unions	1	2	3
18.	Employment service	1	2	3
19.	Public organizations	1	2	3
20.	Other _____	1	2	3

21. Into what categories and according to what criteria can working street children under 13 be divided? \_\_\_\_\_

22. What types of street children jobs are dangerous to their health, physical and psychological condition, etc.? \_\_\_\_\_

23. What part of street children approximately in your opinion is involved in dangerous (harmful to their health) jobs? \_\_\_\_\_ %

In general, to what extent do you think that street child labour (excluding prostitution) is criminal?

		very often	not often	never	difficult to say
24.	Children work under threat (made to work)	1	2	3	4
25.	Children are deprived of part of their earnings	1	2	3	4
26.	Children share money with the police	1	2	3	4
27.	Working children have a boss (adult)	1	2	3	4
28.	Children are abused (beaten, etc.)	1	2	3	4
29.	Children are objects of sexual violence	1	2	3	4



30. Who, in your opinion, is interested first of all, in exploiting street children labour?

1. first of all children themselves, for them it is a possibility to earn money (for the family. etc.)
2. first of all employers, for them it is cheap manpower (other reasons)
3. first of all the criminal world, they get illegal income
4. other answer \_\_\_\_\_
5. difficult to say

Please, evaluate outer reasons encouraging child labour. Rank the reasons according to the extent of their importance (1 — the most important... 5 (6) — the least important), concerning three main groups of working children;

		category of working children for whom evaluation is given		
		Children under 13 working in the street (not criminal)	Children under 13 involved in criminal business (drugs, etc.)	Prostitutes under 18
31.	problems in parents families (not economic: drinking, immoral way of life, etc.)			
32.	economic problems in the family			
33.	mass media activity			
34.	inefficient work of educational establishments			
35.	general situation in the country			
36.	Other _____ _____			

37. What do you think, to what extent do existing programmes of youth employment (establishing temporary working places for teenagers. seasonal jobs, etc.) help solve the street children labour problem (in the non-criminal sphere)?

1. help a lot
2. help only partially
3. do not help at all
4. I do not know, difficult to say

38. What organizations, besides yours, could you name as working successfully with street children in particular with working street children? \_\_\_\_\_

39. What bodies and structures in the city do you co-operate with in order to solve the street children labour problem? \_\_\_\_\_

40. Approximately how many children do you manage to take off the street (to the family, shelters, etc.) during a year? \_\_\_\_\_ kids

41. What is in your opinion the maximum period of a child staying away from one's family (on the street, etc.), after which it is very difficult to bring him or her back (keep off the street)?  
\_\_\_\_\_ months

To what extent, in your opinion, can our education system help in solving the street children labour problem?

		to a great extent	To a rather small extent	can't help at all	Difficult to say
42.	schools	1	2	3	4
43.	vocational schools	1	2	3	4
44.	other _____ _____	1	2	3	4

45. How could the education system, including vocational education, help to solve the street children labour problem? \_\_\_\_\_

46. Please, describe what models (forms) of work with street children could be the most effective in our conditions. What path should we take to keep children away from the street and create "normal" living conditions for them?  
\_\_\_\_\_

In your opinion, on what should our efforts be concentrated first of all; what factors are most important today? Express your agreement or disagreement to the following statements:

	agree	som ewh at agree	do not com plet ely agree	do not agree	difficult to say
47. there is not enough legislation basis for solving the problem effectively	1	2	3	4	5
48. First of all there is not enough money	1	2	3	4	5
49. To solve the problem in the city we need one co-ordination centre	1	2	3	4	5
50. A special city programme on the eradication of street children labour should be worked out	1	2	3	4	5
51. local government bodies should be more actively attracted to work	1	2	3	4	5
52. it is necessary for the mass media to start a campaign	1	2	3	4	5
53. it is necessary to have more international projects concerning this problem in the city	1	2	3	4	5
54. The street children labour problem can be solved only in by a combination of methods (by working with family, relatives, etc.)	1	2	3	4	5

55. What other recommendations could you give?

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THANK YOU FOR YOUR ANSWERS AND HELP IN SOLVING THIS IMPORTANT PROBLEM!

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