



Global Monitoring

status of action against commercial
sexual exploitation of children

RUSSIAN FEDERATION



2nd EDITION

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GLOSSARY OF TERMS AND ACRONYMS

- **CIS:** Commonwealth of Independent States
- **CRC:** United Nations Convention of the Rights of the Child
- **CSEC:** The commercial sexual exploitation of children consists of criminal practices that demean, degrade and threaten the physical and psychosocial integrity of children. There are three primary and interrelated forms of commercial sexual exploitation of children: prostitution, pornography and trafficking for sexual purposes. Commercial sexual exploitation of children comprises sexual abuse by the adult and remuneration in cash or in kind to the child or third person or persons
- **ECPAT:** End Child Prostitution, Child pornography and the Trafficking of Children for Sexual Purposes
- **EGCC:** Council of Baltic Sea States Expert Group for Cooperation on Children at Risk
- **EU:** European Union
- **Grooming:** Preparing a child for sexual abuse or exploitation
- **GNI-** Gross national income
- **ILO:** International Labour Organization
- **IOM:** International Organization for Migration
- **NGO:** Non-governmental organization
- **NPA:** National Plan of Action
- **OSCE:** Organization of Security and Cooperation in Europe
- **UN:** United Nation
- **UNICEF:** United Nations Children's Fund

FOREWORD

The 2008 Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents (CSEC) represents a broad societal alliance that builds on more than twenty years of global action. The First World Congress against Commercial Sexual Exploitation of Children was held in 1996 in Stockholm, Sweden. It marked the first public recognition by governments of the existence of CSEC and resulted in a commitment to an Agenda for Action adopted by 122 governments.

Since 1996, many actors around the world have focused their efforts around this common agenda, and more government and non-government entities have joined in to advance positive change for children and to protect their right to live free from sexual exploitation.

However, the increasing sophistication of resources available to those who seek to exploit children has grown in equal measure. Responding to these challenges, and particularly to new CSEC manifestations such as exploitation using the Internet and mobile technologies, requires new partnerships, and more coordinated and targeted efforts to address a borderless crime.

Experience demonstrates that the level of responsibility and role that a government takes to set and uphold standards of protection determines the nature, quantity and quality of what the country achieves overall for its children. Unfortunately, country actions have not been uniform, and far more urgent work must be done. In particular, the Rio Declaration highlights the increased vulnerability of children in a less stable world.

This is why I welcome the publication of second editions of ECPAT International's Agenda for Action (A4A) Country Reports Monitoring the Status of Action against the Commercial Sexual Exploitation of Children.

We are confident these unique publications will support governments to take prescribed actions to protect children from such heinous violations, which are still perpetrated with impunity in many countries. They also have the potential to stimulate the exchange of experience and knowledge among different actors to create a dialogue that can enhance our collective efforts against CSEC.

Over the years, ECPAT's A4A reports have become a baseline of information on actions taken and a roadmap for addressing gaps in each country based on the framework of the Stockholm Agenda. The reports succeeded in their goal of providing a basis for more systematic assessment of progress on implementation of country commitments. Moreover, we know they provide an important support to the implementation of other international mechanisms that exist to protect children's rights, such as the *Convention on the Rights of the Child (CRC)* and the *Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography*. Today, 193 countries have ratified the CRC, and 143 the OPSC.

Production of such comprehensive publications requires global collaboration. ECPAT International would like to thank all those who participated in the work and contributed their inputs. This includes ECPAT member groups, local experts and organisations, as well as the dedicated staff and interns in the Secretariat of ECPAT International. We acknowledge the generous support of donors who back these efforts. The A4A reports would not have been realised without their support and solidarity.



Kathleen Speake
Executive Director, ECPAT International

METHODOLOGY

The Agenda for Action against Commercial Sexual Exploitation of Children provides a detailed framework and categories of actions to be taken by governments in partnership with civil society organizations and other relevant actors for combating commercial sexual crimes against children. Broadly, these actions are focused on: 1) Coordination and Cooperation; 2) Prevention; 3) Protection; 4) Recovery, Rehabilitation and Reintegration; and 5) Child Participation. The Agenda for Action is thus the formal and guiding structure used by governments that have adopted it and committed to work against CSEC. As such, the Agenda for Action is also the main organising framework for reporting on the status of implementation of the Agenda as seen in the World Congress II of 2001, the Mid-Term Review meetings held between 2004 and 2005 and the World Congress III in 2008. It has been used in the same way to structure and guide the research, analysis and preparation of information presented in these reports on the status of implementation of the Agenda in the individual countries.

Preparatory work for this 2nd Edition report involved a review of the literature available on sexual exploitation for each of the countries where ECPAT works. A number of tools were prepared, such as a detailed glossary of CSEC terms, explanatory literature on more difficult themes and concepts and a guide to relevant CSEC-related research tools, to assist researchers in their work and to ensure consistency in the gathering, interpreting and analysing of

information from different sources and parts of the world.

Desktop research has shown a continuing lack of information in the areas of Recovery, Rehabilitation and Reintegration. After extensive efforts to collect information relevant to these areas for each of the countries covered, it was decided that as this information was not consistently available, the reports thus focus only on those areas of the Agenda for Action where verifiable information can be obtained. Thus, the report covers: Coordination and Cooperation; Prevention; Protection and Child and Youth Participation, and where information on recovery, rehabilitation and reintegration, was available, it has been included under the country overview. These 2nd Edition Reports also reflect a greater focus on integrated and inter-sector collaboration for the realisation of the right of the child to protection from sexual exploitation, including the need nationally for comprehensive child protection systems.

Research of secondary sources, including CRC country and alternative reports, OPSC country and alternative reports, the reports of the Special Rapporteurs, as well as research and field studies of ECPAT, governmental and non-governmental organizations, regional bodies and UN agencies, provided the initial information for each report. This information was compiled, reviewed and used to produce first draft reports. In-house and consultant specialists undertook a similar process of review to generate information on

specialised areas of the reports, such as the legal sections. Nevertheless, researchers often encountered a lack of information. While sources also included unpublished reports and field and case reports of ECPAT and other partners, many countries lacked up-to-date data and information on areas relevant to this report.

Despite these limitations, sufficient information was gathered to provide a broad overview of the situation in each country. Subsequently, first drafts were prepared and shared with ECPAT groups, which then supplemented the information with other local sources and analysis (taking care to identify them and source appropriately). Upon receipt of these inputs, a series of questions were generated by the ECPAT International team for deeper discussion, which involved ECPAT groups and specialists invited by them. The information from these discussions was used to finalise inputs to each of the reports. These consultations proved to be invaluable for analysis of the country situation. They also served as a measure for triangulating and

validating information as different actors offered their perspective and analysis based on their direct work.

As previously noted, the information of each country report is organised to correspond to the structure of the Agenda for Action. Thus all the 2nd Edition reports feature updated information in relation to: (i) an overview of the main CSEC manifestations affecting the country; (ii) analysis of the country's National Plan of Action (NPA) against CSEC and its implementation (or the absence of an NPA); (iii) overview and analysis of coordination and cooperation efforts during the period under review; (iv) overview and analysis of prevention efforts; (v) overview and analysis of protection efforts, which includes detailed information on national legislation related to CSEC (see www.ecpat.net for further details); (vi) overview and analysis of country's efforts incorporate participation of children in youth in the development and implementation of efforts to combat CSEC and (vii) priority actions required.



RUSSIAN FEDERATION

INTRODUCTION

Russia is an upper-middle income country of approximately 142 million people, with an estimated gross national income (GNI) per capita of \$9,900 USD per person.¹ Russia is composed of 160 nationalities, each having its own distinct culture, language and traditions.² Though Russia continues to struggle with a low life expectancy, increasing HIV/AIDS infection, high levels of substance abuse, and uneven development throughout its vast land area, it has made significant improvements with regard to alleviating poverty and lowering maternal and child mortality. This, combined with increased immigration, has finally given Russia positive population growth in 2010.³ Though the Russian economy has grown significantly since the end of the Soviet Union, the economic crisis of late 2008 produced a number of challenges, including high unemployment, which reached 8.4 % in 2009. This figure decreased to 7.5 % at the end of 2010.⁴

Russia is lauded for its educational system, which currently maintains a literacy rate close to 100%. Approximately 8.1 million Russian students are reported to attend one of Russia's 1,108 higher education institutions. In 2010, despite compulsory education being provided for free up until grade 9, there were some cases of children of persons not registered as residents of the locality, including Roma, asylum seekers, and migrants, being denied school access by regional authorities.⁵ In addition, many of the 500,000 children with disabilities are not

always able to access quality education.⁶ As noted by commentators, protection of children's rights remains a serious problem for Russia, particularly because of the worsening demographic situation and progressive involvement of youngsters in illegal activities.⁷ UNICEF reported in late 2009 that about 125,000 Russian children are living in orphanages or boarding homes and as many as 500,000 children with disabilities do not always have satisfactory access to quality education. Vulnerable children (including migrant children, street children, children with HIV and children in crisis) do not always receive adequate support from state and social institutions.⁸ According to the Ministry of Interior statistics, there are approximately 120,000 new orphans every year. In a 2008 report the NGO Children's Rights also estimated that around 40,000 children ran away from home annually to escape abuse and neglect and that 20,000 orphans fled similar conditions in orphanages.⁹ In 2010 the head of the Investigation Committee at the Russian Prosecutor General's office reported that the number of crimes against children had more than doubled from 40,000 in 2002 to 105,000 in 2009.¹⁰

The commercial sexual exploitation of children is complex and largely perpetuated by socio-economic and legal factors. Poverty, power imbalances, and disorganized application of laws and social services contribute to the vulnerability of youth to the dangers of commercial sexual

exploitation. Yuri Ponomarenko, a Senior Investigator working towards reducing the high prevalence of CSEC in Russia, noted that “after the collapse of the Soviet Union, everything changed in Russia. Certain moral values were lost.”¹¹ After the collapse of the Soviet Union the new country has indeed faced multiple challenges, including the complete alteration of the political, economic, social and other systems, which has resulted in the growth of social problems. At the same time it cannot be said that in the Soviet times the problem of sexual exploitation of children was not present; instead, the transformation that took place in the country meant that it became possible to discuss this and other social issues, which led to the false impression that they have increased dramatically.¹²

According to the Angel Coalition aid agency responsible for rehabilitating trafficked women and children, Moscow is witnessing a surge in prostitution, including forced prostitution, as a result of Russia’s booming economy, as the fast pace of development drives the demand for cheap workers,

including prostitutes.¹³ The problem is also linked to the persistence of large income gaps. Most Russian citizens earn low wages; however, in the bigger cities such as Moscow and St. Petersburg, salaries are significantly higher than in smaller cities, and are growing at a rapid rate. The discrepancy in wages is a major contributing factor to increased internal and cross-border trafficking, as vulnerable young people attracted to the prospect of a better life are easily pushed into exploitative situations.¹⁴

Following the 1996 Stockholm and the 2001 Yokohama global forums on CSEC, Russia reaffirmed its commitments at the World Congress III against the Sexual Exploitation of Children and Adolescents, in November 2008 in Brazil. The World Congress III renewed global commitment and galvanized international resolve to combat sexual exploitation of children and adolescents. In total, more than 3,000 people took part in the three-day gathering, including representatives from government, the private sector and civil society as well as 300 children and adolescents from around the world.

Child prostitution

There are no reliable estimates of the prevalence of child prostitution in Russia. This is largely due to the fact that the age of the victim is not reflected in general statistics on the number of crimes and it is thus impossible to differentiate the number of adult victims from child victims of sexually based crimes. Many of the children found in prostitution are actually victims of trafficking for sexual purposes. According to a 2006 report by World Vision Middle East/Eastern Europe, of the estimated 80,000 to 130,000 sex trade victims in Moscow, between 20 to 25 percent were underage.¹⁵ The most vulnerable age for trafficked children in Russia is between 13 and 16 years¹⁶ (for more information, see section on trafficking in children for sexual purposes).

Lured by the belief that prostitution is a gateway to a better lifestyle along with false ideas of upward mobility under the care of wealthy businessmen, some school-girls from far-distant regions consider prostitution as a viable livelihood.¹⁷ In fact, according to a 2009 research study conducted by NGO Stellit, approximately half of the identified children involved in commercial sexual exploitation in Russia were not previously perceived ‘at-risk’, namely fleeing dysfunctional family environments, gang violence or poverty.¹⁸

The Consortium for Street Children estimates that the number of children working on streets in St. Petersburg, Russia is between 10,000 and 16,000. Out of this

total, 50–70 percent were below the age of 13, 10–30 percent were involved in illicit activities and 20 percent were involved in prostitution.¹⁹ Children who enter prostitution often have little education and few skills due to the fact that they come from dysfunctional families where they don't receive proper care and attention. According to recent reports, 14 million Russian children live in incomplete families cared for by single mothers.²¹ Familiar with the vulnerable profile of such children, recruiters

target children who live on the streets. Once targeted, these children will enter a cycle in which it is difficult to escape a life of prostitution and will frequently end up in brothels.²⁰

According to experts from the Sociological Institute of the Russian Academy of Sciences in St. Petersburg, there has been an increase in the number of boys found in the sex market in the last years.²²

In August 2006, an immense child sex ring was discovered in Yekaterinburg, Russia where over 1,000 boys aged 12 to 17 were identified as victims of commercial sexual exploitation. The boys were sold to customers to be used for sexual purposes and were routinely raped by their captors. These boys had been kidnapped or lured to brothels from a nearby market with the promise of food, clothing and shelter. Once under the watch of adults involved in the child sex ring, these children were quickly put to work as sex slaves. The gang which operated the warehouse brothel filmed a great deal of child pornography, which they sold in the open markets of Russia.

Source: Yuri Mamchur, *Boys for Sale: Russia's Forgotten Children*, Russia Blog, 4 August 2006. Accessed 26 January 2012 from: http://www.russiablog.org/2006/08/boys_for_sale_and_sexual_servi.php

A recent media article highlighted the phenomenon of male prostitution in Russia, especially in the Rostov region, as a result of high demand and poverty. Among individuals purchasing sex services from men and young boys, the article referred to an increasing number of businesswomen in the 30–35 year old bracket. The sexual exploitation of boys is sometimes offered through the Internet. In a case that occurred in 2009, the police arrested

a man from the Rostov region who managed a network of boys' prostitution in Moscow. In collaboration with a Master of Sports in karate, an employee of a Moscow agency working with youth, and a trainer of martial arts, the man would find "clients" online and would recruit young homeless youth at train stations. Customers involved in this case included foreigners who would come to Moscow for sex tours.²³

Child trafficking for sexual purposes

Russia plays a unique role in the international sale and trafficking of children as it is simultaneously a source country and a recipient of trafficked persons from the former Soviet states. Despite attempts over the years to address the trafficking of children for various purposes, this problem

remains an issue of serious concern, with Russia being among the top 10 countries of origin for trafficked human beings in the world.²⁴

Although data on the prevalence of child trafficking for sexual purposes is difficult

to obtain, the Migration Research Center estimates that “over 1 million people in Russia are exposed to ‘exploitative’ labor conditions that are characteristic of trafficking cases, such as withholding of documents, nonpayment for services, physical abuse, or extremely poor living conditions.”²⁵

The people most at risk of trafficking for sexual purposes are young uneducated women, low-income migrants, sex workers and children living in institutions.²⁶ Research among adult sex workers conducted by NGO Stellit in 2008 – 2009 has shown that about 70 percent of women involved in prostitution enter it at the early age of 14 – 15. There is a growing trend of encouraging girls from rural towns and young girls with learning difficulties to enter into prostitution. A majority of underage children, many of whom are girls, are trafficked abroad using fake documents, as reported by a representative from the Russian Federation Border Guards.²⁷

According to research conducted by the NGO Stellit in 2007, the group of children most vulnerable to trafficking is boys and girls aged 13-16 years old. Quite often child victims come from dysfunctional families, live in orphanages, use drugs or experience various socio-economic difficulties. However, another research undertaken by Stellit in 2009 found that, while these factors still contribute to pushing children into commercial sexual exploitation, some trafficked children appear not to have faced these problems. About half of the identified children in the new study were indeed coming from backgrounds free from the previously identified risk factors.²⁸

Many Russian children are trafficked to Western Europe, including Germany, Italy, Cyprus, Denmark, France, and Sweden. The United States, China, Korea, Japan,

Israel and Turkey have also been cited in 2004 as destination countries for Russian children in commercial sexual exploitation.²⁹ According to 2007 police statistics, between 30,000 and 60,000 women, mostly minors, are transported annually out of Russia to different receiving countries where they will be sexually exploited.³⁰ Statistics suggest that over 80% of trafficked victims are women and children, with 70% sold abroad into the sex trade.³¹ Many children who travel abroad believe that they are pursuing enhanced employment opportunities, with no awareness that they are being trafficked into the sex trade. An estimated 70,000 individuals, mostly young women, were identified in 2006 as missing each year in Russia.³² It is likely that a significant percentage of these underage women are being abducted for the purpose of commercial sexual exploitation.³³

Russia is also a transit and destination country for children trafficked from the former Soviet republics, mainly Belarus, Moldova, Ukraine and Kazakhstan. This trafficking flow appears to be facilitated by the openness of borders between Russia and other countries in the Commonwealth of Independent States. Domestically, children are especially trafficked to big cities such as Moscow and St. Petersburg. In such cases, children are taken from smaller towns in Russia’s interior, for example the distant Eastern districts of Russia, to large cities in the northwest of the country.³⁴

There have been incidents of government officials involved in the trafficking of children for the purpose of commercial sexual exploitation. In 2008, a senior military officer was found guilty of organising an international sex trafficking syndicate. Between 1999 and 2007, he organised the trafficking for sexual purposes of 130 women and girls from Eastern Europe to Western Europe and the Middle East.³⁵

The US Department of State annually releases a Trafficking in Persons Report which categorizes countries into different “tiers” based on the extent of government action to combat human trafficking. Countries that have the highest level of compliance with the Trafficking Victims Protection Act’s minimum standards for the elimination of trafficking are placed in Tier 1. Those that have made “significant efforts” to meet the standards are placed in Tier 2 (or Tier 2 Watch List if they meet at least one criteria) and countries that are not making significant efforts to combat human trafficking are placed in Tier 3.

After several years in Tier 2, Russia was demoted to the Tier 2 Watch List in the 2011 report.³⁶

Child pornography/child abuse images

Russia is one of the primary producers of child pornography in the world. Following the US, Russia has been cited as the second largest producing country of child pornography.³⁷

The total number of children involved in pornography is not known. It is estimated that more than half of the child pornography sites available on subscription-only sites is produced in Russia, with revenues from such businesses reaching tens of thousands of US dollar every month.³⁸

According to the Friendly Runet Foundation, an organisation devoted to safe Internet usage, the number of reports of websites displaying sexual images involving children is increasing markedly, with the majority of reports made by Russian users. In 2010, the Friendly Runet Hotline received and processed 12,305 reports on child pornography, resulting in the identification of 5,427 sources containing child prostitution and the removal of 4,929 sources.³⁹

Sales of pornographic videos involving children of 8 and even 6 years old have been uncovered by the investigating authorities. There are also known cases of pornography rings fronting as “modelling schools” in Russia.⁴⁰

Adults involved in the production and

distribution of child pornography in Russia often persuade children to participate in sexually explicit photography and videos, first by gaining the trust of the children. Police have identified young boys gathering in Metro stations in Moscow to wait for pornographers.⁴¹ Some of the youth, abandoned by alcoholic or drug-addicted parents, seek out child pornographers as a means of supporting their addiction to controlled substances, such sniffing glue.⁴² Others are lured by men who offer them food and a day trip, only to end up posing for nude images or being featured in sexual films, often after being drugged by the adult man.⁴³

Russia is the host country for three of the top five messaging boards for sharing sexually explicit images of children.⁴⁴ These images are becoming more extreme,⁴⁵ and Russia’s massive size has presented great challenges to finding the sources of this material. Authorities state that once a gang has been successfully identified and charged with the production and distribution of child pornography, a new gang quickly occupies the territory.⁴⁶

According to CNN World News, in the first 3 months of 2011, 800 cases of child abuse were reported, an increase of 13% from the previous year. The increase in child abuse, including instances of children told by adults to expose their genitals to the camera,

is reflective of imperfect legislation which doesn't criminalise the possession of child pornography for personal use.⁴⁷

In Moscow, over half the population accesses the Internet. Figures of Internet use are significantly lower in the eastern regions of the country.⁴⁸ The increasing use of the Internet is exposing Russian children to a number of unsafe behaviours and situations online. Research on Internet usage by school children in the Russian Federation conducted

in 2009 found that around a quarter of the respondents from Moscow provide their email addresses and mobile phone numbers to people met online while in other regions the percentage was even higher. Accessing pornographic content was mentioned as the second most common Internet danger in Moscow. Also, more than 75% of the 4,338 children surveyed faced aggression and sexual harassment and about two thirds of the sample experienced offence and humiliation.⁴⁹

Growth of Peer to Peer services for distribution of child abuse images: According to Runet a Moscow regional unit of department <K> of the Ministry of Interior of Russia, the unit has detected the distribution of child abuse images through file sharing networks working under a provider near Moscow., including a network of pornographic video files of minors under 14 years old. Such networks have been openly advertised to the general public for viewing and downloading by the members of the network. Investigation has revealed the addresses of the offenders, and six criminal cases on article 242.1 (a), part 1 have been filed.⁵⁰

Child sex tourism

The exploitation of children in travel and tourism is most prevalent in St. Petersburg, with as many as 200 to 400 prostitution agencies operating in the city.⁵¹ According to World Vision Russian Federation, Americans and Western Europeans are travelling to Russia for child sex tourism because of the easy accessibility of sexual services including those provided by minors.⁵²

Orphaned children are particularly at-risk for victimisation through sex tourism. Traffickers and pimps are aware of the vulnerable psychological and physical state of these children and take advantage of their living conditions.⁵³ For example, in 2008, a Russian born US national businessman from Philadelphia was charged with travelling overseas to engage in sexual activities with young girls. The man visited orphanages in Russia and brought young girls to his

St. Petersburg apartment, where he sold them for prostitution and used them for pornographic activities that he broadcast online.⁵⁴ Russia is also becoming a sending country of child-sex tourists, as Russian citizens have been arrested abroad for sexually exploiting children in recent years. Earlier this year, Cambodian courts granted Stanslav Molodyakov, aka Alexander Trofimov, a sentence reduction of 6 months from his 8-year sentence, which was already reduced from the original 17-year punishment, for the sexual exploitation of 17 underage girls in Cambodia, despite the calls of NGOs against this decision by judicial authorities. The sentence reduction was part of a wave of sentence reductions for prisoners who have exhibited good behaviour in prison. The offender is also wanted in his home country of Russia for sexual offences against children.⁵⁵

NATIONAL PLAN OF ACTION (NPA)

Despite a significant number of efforts, Russia has not yet adopted a national plan of action directly addressing the commercial sexual exploitation of children. Similarly, the country still lacks a National Plan of Action on human trafficking, incorporating provisions to counteract child sexual exploitation. It would be crucial to develop and implement these child-specific national policy documents to ensure that the issue is given adequate attention and sufficient funding allocated for prevention and protection of child victims.⁵⁶

In December 2010, President Medvedev signed the Commonwealth of Independent States (CIS) Program to Combat Human Trafficking for 2011–2013. The signing entailed a commitment to create a national anti-trafficking structure and to fund NGOs in order to extend victim protection.⁵⁷

The Russian government has also asked Child Rights Ombudsman Pavel Astakhov to develop and implement a National Plan of Action against CSEC (See Coordination and Cooperation section below for more information on the Ombudsperson) The development of an Action Plan was launched in December 2009, for the first time involving child and youth participation in policy drafting.⁵⁸

More recently, The Russian Alliance against CSEC lead by NGO Stellit in cooperation with The Body Shop in Russia have suggested to the State Duma (Russian Assembly) to develop a national plan against sexual exploitation of children, and

the Duma is currently exploring a number of ways to improve the legislation on the topic.⁵⁹ According to Duma representatives enforcing the cause, it is necessary to develop a child sex offender registry in the country, with an easily accessible database. Fundamental to the prevention of CSEC, the establishment of such a database would require international cooperation. The State Duma, along with the Foreign Ministry, is working towards developing agreements with foreign countries in order to facilitate information exchange on child sex offenders. To date, it has signed such an agreement with Italy and hopes to continue establishing more international alliances.

The chairman of the Duma Committee on Family, Women and Children Elena Mizulina has been very active in protection of children's rights and legislative initiatives. Her Committee has prepared multiple legislative initiatives on child protection, including crimes connected with CSEC, especially child pornography.

COORDINATION AND COOPERATION

Local and national level

Although there are examples of close cooperation between state social welfare services and NGOs on combating child trafficking, such as the development of governmental instructions on

interdepartmental cooperation in the field of child rights protection, the collaboration between governmental bodies and civil society is very informal as procedures of cooperation and coordination are not institutionalised.⁶⁰ Some coordinated efforts to counteract online child pornography have been promoted, including the opening of 2 hotlines supported by the State. However, as noted by the Child Rights Ombudsperson Pavel Astakhov, cooperation between the state, civil society, and the people who can report what they have seen on the Internet is still lacking.⁶¹ Furthermore, there remains a need for a coordinating body to monitor national, regional and international efforts to combat CSEC.

In every district in Russia local cooperation is achieved by the Commission on Minor's Affairs and Protection of their Rights, which includes social workers, representatives of law enforcement, medical staff, psychologists and other stakeholders. Difficult cases are being discussed on the city level in the Main Commission on Minor's Affairs and Protection of their Rights, which is a part of the city administration. It can therefore be said that on the local level multi-stakeholder cooperation is organised successfully.

In 2010, as a result of the signing of the Commonwealth of Independent States (CIS) Program to Combat Human Trafficking for 2011-2013, the Ministry of Health and Social Development established an interagency coordinating committee, marking the first known coordinated effort by Russia to address human trafficking at the national level. It is noteworthy that anti-trafficking NGOs are also members of the committee and its working groups.⁶² NGO Stellit participates in the work of the Coordination Council on Interaction with NGOs under the Committee on Youth Policy and Interaction with NGO of St. Petersburg Administration, the Child Rights Ombudsperson in St. Petersburg, the Board of Trustees of Kolpino Penal Colony

for Juvenile Offenders, the Coordination Council on Prevention of Domestic Violence, and related social institutions under the Committee of Labour and Social Protection of the Population of St. Petersburg Administration.

However, NGOs still note that there is no official government policy in place to ensure the active involvement of civil society and NGOs or the 'multi-disciplinary approach' in measures to combat child trafficking.

A good example of coordinated efforts to counteract cybercrimes against children is the Russian Safe Internet League. Founded in 2011, the organisation aims to conduct educational campaigns and establish practical measures for preventing and detecting harmful content on the Web. The league was joined by mobile communication providers, a national communication company, a mailing service and a computer security company, and is open to any commercial or non-governmental organisation, as well as individuals. The league plans to develop a monitoring centre and a cyber militia for combating illicit content on the Internet and will also cooperate with law enforcement authorities.⁶³

The Ombudspersons for Children's Rights

In 2005, with UNICEF's support, the Association of Child Rights Ombudspersons was set up in 24 Russian regions (at regional and municipal levels). The ombudsman is mandated to carry out independent assessment and monitoring of child rights and represents children's interests in court in cooperation with local and federal authorities. The position contributes to the development and advancement of appropriate policy and legislation.⁶⁴

In 2009, an independent Ombudsperson for Children's Rights was appointed at the federal level to further strengthen child protection in the country. According to the current Ombudsperson for Children's Rights, while in December 2009 there were only 18 ombudspersons for children's rights in the regions, in 2011 a total of 70 constituent territories of the federation have set up this institution. A report on the work conducted by this body up to March 2011 found that 50 regions have been checked for violations of children's rights. Some 5,000 complaints were reviewed by the ombudspersons for children in this period, with more than 60 criminal cases opened over violations of children's rights and nearly 50 officials fired.⁶⁵ The office of the Ombudsperson for Children's Rights has recently addressed the issue of child sexual exploitation, raising special concern over the widespread problem of child pornography in Russia.⁶⁶

Cooperation between the Russian government and UN agencies on child protection issues also exists, although with no focus on CSEC. Between 2006 and 2010, the government cooperated with UNICEF in compiling a review of the country's successes regarding children's rights, while also highlighting remaining challenges. UNICEF lauded the Russian government for the noted decrease in child and maternal mortality, the increase in primary care services, and attention allocated to the rapid spread of HIV/AIDS.⁶⁷ Remaining

challenges included the high prevalence of HIV/AIDS, child mortality rates and the abundance of children residing in orphanages and group homes. The collaboration between UNICEF and the Russian Federation not only identified areas in need of improvement, but also suggested ways in which the government should work towards attaining further improvements in the realm of child welfare, such as a need for increased collaboration regionally, nationally and internationally between governmental and non-governmental agencies.

Data collection

The number of children involved annually in sexual exploitation is unknown. The government has released data on the situation of human trafficking in general, mostly in terms of the number of investigations, prosecutions and convictions; however, exact data on the situation of child trafficking for sexual purposes is unavailable. The government does not have an identified team in place to monitor anti-trafficking activities or to assess adequacy,⁶⁸ and the exact situation is not captured, as Russia has

neither accurate statistics on the prevalence of exploitation, the number of child victims, nor the number of children accessing support services. Conviction data does not distinguish between adult and child victims.⁶⁹

In 2008-2009 experts of NGO "Stellit," with financial support of OSCE and the Principality of Monaco conducted a survey in St.-Petersburg aimed at revealing the possibilities of improvement of work with child victims of sexual exploitation in St.-

Petersburg. 68 experts took part in the study: 15 respondents were decision-makers, and 53 were representatives of the organisations, establishments and departments directly working with minors in difficult life situations. Research was conducted by means of the semi-standardized interview. According to the responding experts, the overwhelming majority of them (47 persons) dealt with sexual crimes against minors. In

the mentioned cases, 22 were regarded as crimes against sexual inviolability of minors by adults within which violence was also a factor. Thirteen respondents mentioned involvement of minors in sexual relations without the application of violence by adults. Crimes against sexual inviolability of minors made by other minors with application of violent acts were mentioned 10 times.

Regional and international level

As the second largest producing country of child pornography in the world, Russia has made efforts to cooperate with other countries to counteract the rapid spread of Internet child pornography.⁷⁰ The country has also participated in a number of initiatives to strengthen collaboration against human trafficking at the regional level. Despite this progress, international partnerships to prevent and fight the different manifestations of CSEC remain very limited. It would be valuable to place more emphasis on collaboration with destination countries of Russian travelling child sex offenders as well as with countries of origin of foreign child sex tourists coming to Russia in an effort to ensure their prosecution and conviction.

As the two leading child pornography producers in the world, the US and Russia joined forces on February 15-17 2011 in order to discuss cooperative strategy regarding the rapid spread of child pornography.⁷¹ The conference marked the first gathering of the Child Protection Sub-Working Group of the US-Russia Bilateral Presidential Commission (BPC). Established in 2009 by Presidents Obama and Medvedev, the BPC intends to advance cooperation between the countries so that sexual material displaying children can be more efficiently identified and eradicated. The conference included 40 governmental and non-governmental officials, and numerous technologies and software tools were exchanged. Multiple NGOs were involved, offering services that included resources on child victim assistance, child abuse prevention, Internet safety, as well as suggestions on legal reform to both the US and Russian government.⁷²

According to Pavel Astakhov, the Children's Ombudsman for the President of the Russian

Federation, as of 1 September 2012, posting child pornography on the Internet will be criminalised in Russia.⁷³ This is a necessary step to further the joint effort of Russia and the US to dismantle the international child pornography rings pervading the countries. The Russian government has also expressed a desire to establish a Russian National Center for Missing and Exploited Children, and push for the criminalisation of knowing possession of child pornography. With strong support from the US, delegates from the two countries discussed the reduction of child abuse through the sharing of child protection initiatives between Moscow and some major US cities. During the conference, such efforts were demonstrated, such as the Justice Department's Computer Forensics and Investigations Team's presentation to the Security Committee of the Russian State Duma on how the US software can permeate sophisticated child pornography websites that are normally impossible to shut down.⁷⁴

The Russian Hotlines "Friendly Runet" and Saferunet.ru are both part of the

international network of hotlines INHOPE. The affiliation with INHOPE allows the hotlines to standardise their practices and guidelines according to international standards and also exchange information regarding child abuse images with other hotlines in the network. As Russia is a host to a large number of websites related to child abuse materials, exchanging such information with the Russian hotlines should make it easier for such content to be removed from the servers in collaboration with the local law enforcement.

Russia is a member of the Council of Baltic Sea States Expert Group for Cooperation on Children at Risk (EGCC), which involves senior officials from the European Commission and the ministries responsible for children's issues in the CBSS countries. EGCC focuses on CSEC manifestations

and related issues, among other things. Areas prioritised by this body for the period until July 2011 included the protection of children from all forms of sexual exploitation, unaccompanied and trafficked children, children abused by being offered money or other forms of remuneration in exchange for sex, and children and online sexual exploitation.⁷⁵ With financial support of the European Commission, the EGCC has begun a 24-month project called ROBERT (June 2010 to June 2012) aimed at making online interaction safe for children and young people through research and training. The project is being implemented in collaboration with NGOs and universities in Estonia, Sweden, UK, Denmark, Italy and Germany. In Russia, the main partner is the NGO Stellit, the leader of The Russian Alliance against CSEC, the ECPAT affiliate group.⁷⁶

The G8 Wanted Child Sex Offender Initiative

Russia is part of the *G8 Wanted Child Sex Offender Initiative* launched in 2010 by G8 Member States in partnership with Interpol. Under this initiative, G8 Member State governments have a platform to share information on child sex offenders in order to facilitate their identification and apprehension. The initiative is led by the US Marshals Service through the National Sex Offender Targeting Center (NSOTC).⁷⁷

In May 2011, the OSCE held a three-day regional training seminar on sexual abuse of children on the Internet, which was attended by several representatives from the Russian Federation. The aim of the 2-day conference, held in Vilnius, Lithuania, was for neighbouring countries to share the current situation of online child sexual exploitation in their country and offer assistance and suggestions of improvement for law enforcement officials. The organising body had previously held, between 21 February and 4 March 2011, an online forum for law enforcement to exchange legal assistance and discuss grooming and commercial and non-commercial production of child abuse material. Gaps in national legislation were

identified, and regions shared best practices. A major goal of the conference was to compile and distribute recommendations to law enforcement officials working on child sexual abuse.⁷⁸

Regional and international cooperation against human trafficking has also been fostered in recent years by the Russian government and NGOs, but with no focus on the special needs and vulnerability of children. Together with Estonia, Latvia and Lithuania, Russia participates in anti-trafficking initiatives promoted by the Nordic Council and Nordic Council of Ministers. The Council of Ministers has initiated several capacity building projects with an

emphasis on the social aspects of human trafficking and gender equality. In April 2008, the Nordic Council of Ministers in cooperation with the Administration of St. Petersburg and NGO Stellit organised an international conference in St. Petersburg to facilitate the exchange of “best practices” on preventive work in Northwest Russia, the

Baltic countries, and the Nordic countries and to identify joint measures to fight human trafficking in the Baltic Sea region. More recently, there have been efforts to reach out to vulnerable teenagers who, for example, have been placed in a children’s home or juvenile prison to prevent young people from being entrapped in human trafficking.⁷⁹

PREVENTION

The effective prevention of CSEC requires multi-faceted strategies and policies that simultaneously address the different elements of the problem. These strategies should target both vulnerable children and those who engage in sexual activities with children, while also addressing the root causes of CSEC, such as poverty and lack of education.

Long term prevention strategies include improving the status of children who are most vulnerable to CSEC by implementing policies to reduce poverty and social inequality and improving access to education, health and social services. Effective short to medium term strategies include awareness

raising campaigns and education and training initiatives for the general public, vulnerable groups and government officials.

The resources, expertise and influence of the private sector, particularly the tourism and IT industries, should also be engaged in prevention measures, including awareness raising activities. Furthermore, information, education and outreach programmes should be directed at those engaging in the commercial sexual exploitation of children (e.g., users of children forced into prostitution) to promote changes in social norms and behaviour and reduce the demand for sex with children.

Initiatives to prevent CSEC and protect Russian children and youth from the dangers of sexual exploitation exist but continue to be implemented mainly by NGOs, with limited support from the government and local administrations. Most state-funded public education measures have focused on addressing human trafficking in general, with no focus on children’s vulnerabilities, while attention given to sensitisation activities against child pornography and sexual exploitation of children in tourism has been inadequate. There is also no state-run project to ensure the incorporation of education on CSEC into school curricula, and most capacity building activities are conducted by NGOs.

Overall, despite the multiple efforts initiated by the State and NGOs, it is clear that more preventive activities specially targeted

at high-risk groups are needed to protect children from commercial sexual exploitation.

Awareness raising

The Russian government has made minimal efforts to educate the public on the problem of commercial sexual exploitation of children in the country.

According to a 2006 UN report, several awareness campaigns on trafficking were conducted in Russia by NGOs with the support of local authorities. However, these campaigns do not focus on child trafficking issues.⁸⁰ At the federal government level, the Ministry of Foreign Affairs broadcasts on the Internet warnings of the dangers of trafficking in persons to Russians travelling abroad. While a recent survey conducted by the Russian Academy of Sciences found that out of 837 potential victims of trafficking surveyed, 70 percent reported an awareness of the perils of sex trafficking,⁸¹ the 2006 UN report stressed that these programmes inform the public on trafficking without providing a comprehensive analysis of the process and ways to prevent risks of trafficking. Moreover, according to the UN, the Russian TV and radio programmes on human trafficking do not address the issue of child trafficking and do not provide activities aimed at children at risk.⁸²

According to the US Trafficking in Persons (TIP) report, there was no documentation of nationwide awareness raising or demand reduction campaigns on human trafficking or CSEC in 2010. This is especially worrisome considering the upcoming 2014 Winter Olympics in Sochi, which will lead to an influx of foreign tourists in Russia. A human trafficking conference in March 2010, funded by the St. Petersburg city government, was attended by law enforcement officials, NGOs, social services and foreign government representatives.⁸³ In September 2010, the Ministry of Internal Affairs also held a press conference to raise awareness on human trafficking.

The Russian government does not have any policies regarding the provision of educational programs for teachers or students on the issues of commercial sexual exploitation of children or on child trafficking. Public education against human and child trafficking has mainly been promoted by NGOs, private foundations and other actors. For example, the NGO Stellit, ECPAT affiliate group in Russia, has conducted a seminar in St. Petersburg targeting 50 adolescents from vocational schools. The aim was to inform them on the issue of trafficking and how to avoid trafficking risks as well as to plan activities to prevent child trafficking, including a photo exhibition.⁸⁴ USAID, the Demi & Ashton Foundation and NetHope have recently launched a campaign in Russia to develop a mobile application which will raise awareness on human trafficking, educate people at-risk and inform people about services available for victims.⁸⁵ The winners of the best designed mobile application will receive a free trip to New York and a cash prize, as well as have their application launched by an organisation battling trafficking in Russia.

Sensitisation measures against child pornography and sexual exploitation of children online are generally insufficient. The Safer Internet Center in Russia, founded in 2008 by ROCIT (an Internet-society NGO) and Soprotivlenie (a victim support NGO), operates with the support of the Public Chamber of the Russian Federation to provide public awareness on issues pertaining to Russian youth and support to children. The center provides research, a hotline, a helpline, a youth panel, a division dedicated to missing and exploited children, and several other projects.⁸⁶ The center also conducts Safer Internet Day and Safe Runet Week, which includes conferences on child Internet safety, exhibitions and roundtables. During the 2011 conference, the speaker of

the upper chamber of Russian parliament, Sergey Mironov, and Child Ombudsman of Russia, Pavel Astakhov, emphasised the indispensable role of awareness raising in the attainment of child protection. Astakhov also reiterated the importance of the adoption of the Law “On Child Protection from Harmful Information” as an important means of eradicating illegal content, such as child sexual abuse and violence against children displayed on the Internet.⁸⁷

With support from ECPAT International and the Nordic Council of Ministers Information Office in St. Petersburg, the NGO Stellit has undertaken a number of awareness raising activities on risks connected with Internet use. These include a series of games involving 500 children and youth and a seminar on Internet safety targeting more than 100 adolescents.⁸⁸ Trainings included both lectures and interactive games and discussions. Major

issues covered include child abuse, child rights, myths and facts about commercial sexual exploitation of children, main opportunities and risks for children and youth on the Internet, and specific details of work with child survivors of commercial sexual exploitation.

With support from the Human Rights Public Organization “Soprotivlenie,” an operator of governmental grants, in 2011, NGO Stellit organised a touring exhibition called “Lightning. Children, Beware!” – to raise awareness of commercial sexual exploitation of children among the general population. The exhibit was shown in St. Petersburg, Murmansk and Moscow and has attracted the attention of decision makers, the media and society at large. In 2012 the financial support was renewed, providing the possibility to show the exhibition in four more cities.

Education and training

Several regional NGOs have taken the initiative of conducting lectures and training sessions on sexual exploitation and trafficking in schools. The juvenile police in collaboration with the Angel Coalition have developed interactive programs to educate school children on the risks of trafficking.⁸⁹ In 2009, over 220 students between grades 9 and 11 from nine schools in Moscow took part in this initiative. Education was also extended to 58 youth residing in a juvenile detention centre through two presentations entitled “Protect Yourself!” and “My Choice,” a preventive session on building self-esteem, was taught to at-risk youth and juveniles in Altufyevo detention centre. This programme is another preventive measure led by the Angel Coalition in collaboration with the juvenile police.⁹⁰ Although initiatives have been promoted over the years by NGOs, at times in collaboration with government structures, there is no official policy in place

mandating child trafficking education be incorporated into student curricula and teacher training.⁹¹

The Angel Coalition places a great deal of emphasis on capacity building. They have developed an educational training module to extend information on the situation of human trafficking in Russia and the risks of travelling abroad. They have also held multiple day conferences with law enforcement in order to train them on proper identification and treatment of victims of sexual exploitation. In 2008, the Angel Coalition, as part of its project entitled “Law Enforcement Training on Working with Child Victims of Trafficking and Other Extreme Forms of Exploitation,” held 72 seminars attended by 1,300 individuals from various agencies working on human trafficking.

An American NGO, MiraMed, conducts training groups involving government officials, as well as running hotlines and collaborating with international and local organisations dedicated to the prevention of sexual exploitation.⁹²

World Vision runs an outreach program dedicated to helping vulnerable children in St. Petersburg. With the knowledge that many children find themselves in commercial sexual exploitation because of a lack of vocational skills, World Vision helps build the general life skills and specific job skills among this target population.⁹³ The group has paired up with NGOs to offer skills training, psychosocial counselling and speech therapy for children in order to increase children's options and deter them from the dangers of commercial sexual exploitation. World Vision is also highly involved with HIV and AIDS awareness in St. Petersburg and Moscow.

The NGO Stellit conducts multiple capacity building activities on child trafficking and commercial sexual exploitation of children targeting specialists of social care institutions and NGOs working in the area of child rights protection. The organisation also holds seminars on the issue of interregional and interdepartmental cooperation in providing assistance to child victims of CSEC, involving social workers, educators, health care professionals, prosecutors, children's ombudsmen, law enforcement and representatives from the commissions on minors affairs.⁹⁴

At the government level, the Ministry of Internal Affairs Training Institute offers anti-human trafficking courses on a regular basis as well as including these courses in the national curriculum for criminology at higher public education institutions.⁹⁵

Vulnerability reduction

In 2010, Dmitry Medvedev signed the Federal Law *On Protection of Children from Information Harmful to Their Health and Development*. The law regulates information or content that may stimulate fear, horror, or panic in children, or any information that justifies violence and unlawful conduct. It also outlaws the uncontrolled distribution of information that could make children want to use drugs or alcohol, or provoke them to harm themselves or their health.⁹⁶ Although still in the early stages of implementing the Act, the intention is to develop a standardised review unit made up of experts in the field of child development to screen information and determine the appropriate age level for access. In addition, the new legislative act prohibits the broadcast of programs deemed harmful to minors between the hours of 4AM and 11 PM local time, requires all public Internet access points to install content-blocking equipment as

of 1 September 2010, and prescribes that materials with graphic content are sold in packaging that prevents viewing of the material by children.⁹⁷ Though not directly focused on CSEC, the law could help contribute to a culture of greater respect for children and counteract their sexualisation in media.

Most recently, at a meeting with his Security Council in Moscow, Medvedev spoke about the increase in child sexual abuse and the need for harsher punishment. Russian politicians and advocacy groups are concerned that liberal laws and lenient courts are resulting in the freeing of Russian paedophiles who quickly reoffend as soon as they are acquitted or freed. Medvedev suggested chemical castration, in which offenders would be required to ingest chemicals that lower their sexual desire, as a means of preventing recidivism of

paedophilia and safeguarding Russian children. According to Medvedev, “there is no way to maintain supervision over people who commit such crimes, no means of prevention, and current penalties are not sufficiently severe to deter them from doing it [...] In Russian courts, over the past 3 years, 70 percent of these cases ended in reconciliation of the sides,” which means that charges are dropped following party discussions.⁹⁸ In February 2012 the legislation concerning sexual crimes against minors was changed providing a life sentence for those criminals who repeatedly abuse minors and the possibility of “special medical services,” which should be described in a separate document currently being developed.

Measures to prevent unsafe adoptions are also being developed. In the last 20 years, 60,000 Russian children have been adopted

by Americans. There have been cases over the years of deaths and child abuse because of loose adoption policies and a lack of bilateral agreements between Russia and adopting countries. The absence of international agreements makes it almost impossible for Russia to ensure that adopted children taken out of Russia are well-treated.⁹⁹ In 2010, Russia halted the adoption of Russian children by the US until a bilateral adoption treaty could be signed between the countries. The agreement called for stricter enforcement of post-adoption inspection, agency licensing and accreditation, and the creation of a joint body in charge of oversight. Negotiations were supposed to put an end to independent adoptions from unaccredited groups.¹⁰⁰ Russia and the US signed a bilateral agreement on child adoption in 2011, which requires psychological testing of adoptive parents and adoption be conducted through accredited adoption agencies.¹⁰¹

Private sector involvement

The Accor Russia hotel chain has signed the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism,¹⁰² thus committing itself to adopting a number of measures to protect children from sexual exploitation by travelling sex offenders. In an effort to support the Code implementation, the NGO Stellit conducts regular trainings for the staff of Accor hotels in St. Petersburg and Moscow.¹⁰³

Leading mobile operators (MTS, Megafon and Beeline) and IT structures have launched several projects on Internet safety for children. They include thematic Internet websites for kids, games which train children on safe Internet behaviour and special modems which allow access only to safe surfing on the Internet.



STOP Sex Trafficking of Children & Young People Campaign

Conducted in partnership between The Body Shop and ECPAT, this three year campaign launched in 2009, seeks to provide immediate relief to child victims with funds raised and to create long-term changes through engaging the public in

awareness raising and lobbying decision makers to strengthen concerted action against child trafficking for sexual purposes. NGO Stellit (ECPAT member in Russia) and The Body Shop have worked together since the beginning of the campaign in 2009 to raise awareness with the public on the issue of child sex trafficking. On 16 June 2011, the partners presented 12,652 signatures to State Duma Deputy Natalia Karpovich, asking the Russian government to strengthen existing measures to better protect children and young people. In particular, the calls to action were to design and adopt a national strategy/plan

of action focusing specifically on combating CSEC; to ratify the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, the Council of Europe Convention on Action against Trafficking in Human Beings and the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse; and, to invest in specific centres where child victims of trafficking can systematically access adequate assistance and protection measures.

PROTECTION

Legislation

On 28 September 1990, Russia became one of the first states to ratify the Convention on the Rights of the Child (CRC). However, its participation in regional and international children's rights mechanisms has been inconsistent.

On 25 March 2003, Russia signed the ILO Convention No. 182 (ILO C182), which states that "the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performance" represents one of the "worst forms of child labour."¹⁰⁴ According to article 7(1) of the Convention, "[e]ach Member shall take all necessary measures to ensure the effective implementation and

enforcement of the provisions giving effect to this Convention including the provision and application of penal sanctions or, as appropriate, other sanctions."¹⁰⁵

In 2004, Russia signed the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. The protocol states that adhering countries must make efforts to prevent human trafficking, protect victims of trafficking and cooperate with other States in the accomplishment of prevention and protection.¹⁰⁶

Russia has yet to sign the Optional Protocol on the sale of children, child prostitution

and child pornography (OPSC), with its more expansive protections for children from CSEC. Russia has also failed to ratify the major European treaties on CSEC issues.

In January 2012 the Federation Council urged Prime Minister Vladimir Putin to take measures for Russia to sign the Optional Protocol to the Convention on the Rights

of the Child on the sale of children, child prostitution and child pornography in the first quarter of 2012. The lawmakers also called on Putin to speed up the signing of the Council of Europe Convention on the Protection of Children against Sexual Exploitation and to have these documents ratified by June 1, the International Children's Day.

International and regional conventions or child rights instruments	Date of ratification	Date of submitted reports
Convention on the Rights of the Child (CRC)	1990	1992- Initial report 1998- Periodic report 2003- Third periodic report
Optional Protocol on the sale of children, child prostitution and child pornography (to the CRC; Optional Protocol)	Neither signed nor ratified	N/A
The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (supplementing the UN Convention against Transnational Organized Crime)	2004	N/A
ILO Convention No. 182 on the Worst Child Labour	2003	N/A
Council of Europe Convention on Action against Trafficking in Human Beings	Neither signed nor ratified	N/A
Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse	Neither signed nor ratified	N/A
Council of Europe Convention on Cybercrime	Neither signed nor ratified	N/A

Although Russia has made declarations of children's rights in their legislation, the

implementation and effectiveness of these laws is not yet fully addressed.

The Government of the Russian Federation has demonstrated important law enforcement advances over the last few years. According to article 127.1 of the Russian Criminal Code, both trafficking for commercial sexual exploitation and forced labour are prohibited in the country.¹⁰⁷ Article 127.1 of the Code prohibits “[b]uying and selling of a human person, other transactions with regard to a human person, also committed with a purpose of his/her exploitation [such as] recruitment, transportation, transfer, harboring or receipt.”¹⁰⁸ The explanatory note to article 127 indicates that: “[b]y exploitation of a human person this article means the use for prostitution by other persons and other forms of sexual exploitation...” The sanction for operating this type of commerce ranges from 3 to 15 years in prison, depending on the qualifying circumstances of the crime. Trafficking an underage person is considered an aggravated offence according to article 127.1.2(b) of the Code. In 2009, 102 trafficking investigations were conducted under article 127.1 of the Russian Criminal Code, resulting in approximately 24 convictions for trafficking offences.¹⁰⁹

Although data specifically on child trafficking is unavailable, according to the Ministry

of Internal Affairs, in 2010 there were 118 human trafficking investigations and 62 prosecutions.¹¹⁰ Forty-two trafficking offenders were convicted, and 31 more sentences were issued. Sentencing ranged from 7 months to 12 years. The number of prosecutions and convictions has decreased since 2009, and there has been a shift toward more crackdowns in transnational trafficking rings. In April 2011, a senior officer and 10 of his accomplices were sentenced by a Moscow military court to 12 years imprisonment.¹¹¹

In general, Russian law against human trafficking is in-line with the UN Trafficking protocol but implementation of the law appears to be inconsistent. Key protection concerns are: challenges in identifying child victims of trafficking, the criminalisation of child victims, the provision of child protection and a child-friendly approach by law enforcement and government officials, the provision of shelter and specialised services to child victims, a lack of formal mechanisms for referring child victims of trafficking and a lack of legal alternatives to deportation for foreign child victims of trafficking.

Article 240.1 of the Russian Criminal Code prohibits “[e]ngaging in prostitution, or forcing to continue to engage in prostitution.” Article 240.3 further qualifies the prohibited conduct if committed in relation to an underage person. The provision does not distinguish between girls and boys, and it is applicable to any person under the age of 18 – the age of majority defined by the Russian Civil Code.¹¹² However, article 240 does not provide a thorough definition

of what acts fall under “prostitution,” nor does it address the issue of remuneration. The involvement of an underage person may be sanctioned with deprivation of liberty up to eight years.

Article 241 goes further to prohibit “[a]cts directed at organizing the prostitution by others, as well as maintaining houses for the use of prostitution or systematic provision of premises for prostitution.” Articles 241.2(c)-

241.3 qualifies the prohibited conduct if “[u]sing for prostitution a known underage [person]” or “[u]sing for prostitution a person, known to have not reached the age of 14 years.” The latter may be sanctioned with deprivation of liberty up to ten years. Both provisions may be interpreted to cover most of the activities criminalised by the OPSC; however, the relevant articles do not target clients obtaining a child for prostitution. Although the Russian Federation has not signed or ratified the OPSC, bringing its legislation in conformity with the OPSC standards would be a positive development offering additional protection for children and bringing the Russian Federation in line with international standards.

Recently, the Children’s Rights Ombudsman has been pressuring the Russian government to increase prison terms for child sexual offenders. He suggests imprisonment of 20 years to life, or shorter term imprisonment with chemical castration of sex offenders once on parole. He states that child sex crimes have increased 32 times since 2003, and more than doubled in the last two years.¹¹³ On 10 May 2011, President Medvedev announced a bill that would

be passed in September, creating harsher punishments for individuals who commit sexual crimes against children in line with the Ombudsman’s recommendations above.¹¹⁴ The Russian Parliament approved the proposed law in the beginning of 2012. Under the new provisions a person guilty of a sex crime against a child under the age of 14 shall be subject to medical treatment, possibly including chemical castration. The law also stipulates a life sentence for repeat offenders and provides conditions for the grant of parole to persons guilty of a sex crime against a child under 14 years old. Specifically, parole can now only be granted if the person has served at least 80 percent of his sentence.¹¹⁵

It was reported that, in 2010, there were 9,500 registered paedophile crimes in Russia. According to Moscow State University sociology dean Vladimir Dobrenkov, Russia’s lenient laws have rendered the country an attractive place for child sex offenders, resulting in a recent surge of public concern for children’s well-being. He believes that as parents demand increasing protection of their children from officials, the government is more likely to instate stronger measures against such crimes.¹¹⁶

CHILD PORNOGRAPHY

Unlike many countries, mere possession of child pornography does not constitute a crime in Russia. However, distribution and advertising of child pornographic materials are criminalised.¹¹⁷ Article 242.1 of the Russian Criminal Code prohibits “[m]anufacturing, storing or moving across the state border of the Russian Federation with a purpose of distribution, public display or advertising, or distribution, public display or advertising of materials or articles with pornographic images of underage [persons], as well as involving underage [persons] to participate in entertainment events of pornographic nature by a person who has reached the age of 18 years.”¹¹⁸ The conduct

is further qualified if committed “in relation to a person who has not reached the age of fourteen years”¹¹⁹ or by “parents or other persons, who by law carry responsibility for the upbringing of an underage [person], as well as a pedagogue or other employee of an academic, medical, or other institution responsible for the supervision of an underage.”¹²⁰ Such conduct is sanctioned with deprivation of liberty up to ten years.¹²¹ This provision may be interpreted to include most, though likely not all, prohibited activities related to child pornography as required by the OPSC. However, there is no clear definition of pornography in the Russian Criminal code and thus it

remains unclear what kind of pornographic material would fall under “materials or articles with pornographic images” in article 242.1.1, and whether these terms are broad enough to include audio recordings and literature. Furthermore, there appear to be no provisions covering grooming for child pornography. Though the Russian Federation is not a party to the OPSC, it is important to harmonise its laws nonetheless in order to meet international standards. As previously mentioned, as of 1 September 2012, posting child pornography on the Internet will be criminalised in Russia.¹²² Aware of the excessive amount of child pornography circulating Russia, the

Children’s Ombudsman is calling for more severe laws regarding online child pornography and stricter punishments for the individuals spreading online child pornography.

In 2009, 242 criminal cases related to child pornography distribution were investigated. In 2010, this number increased to 429, largely attributable to the public’s increasing concern resulting in more abuses being reported by individuals.¹²³ In 2009, the Interior Ministry reported that child pornography crimes accounted for 6% of the 14,000 Internet crimes registered that year.¹²⁴

EXTRATERRITORIAL LEGISLATION WITH REGARD

Article 12.1 of the Russian Criminal Code allows for active nationality jurisdiction with regard to Russian citizens and permanent residents of the Russian Federation without citizenship “who have committed outside the Russian Federation a crime against the interests protected by [the] Code,” provided that “there is no decision in that regard against that person by a court of a foreign state.” Article 12.3 goes as far as to allow for passive nationality jurisdiction over foreign nationals and stateless persons who do not permanently reside in Russian Federation for crimes committed outside the Russian Federation “in cases where a crime is directed against the interests of... Russian Federation or a Russian citizen or permanent resident of the Russian Federation without citizenship,”

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provided that “they have not been convicted in a foreign country.” The provision does not seem to require double criminality, only the presence of a suspect in the territory of the Russian Federation. As of 2010, in practice there were no reports of prosecutions for child sex tourism of Russian citizens in foreign countries in 2010.¹²⁵

Article 13.1 of the Russian Criminal Code prohibits extradition of Russian citizens for crimes committed abroad. This provision could possibly lead to impunity for child abuses if the Federation is not willing to prosecute its own nationals for crimes committed abroad. Foreign nationals and stateless persons will, however, be extradited if stipulated by international agreements.¹²⁶

Child protection units

There have been some development since 2006 with regard to police units specialised in investigating CSEC crimes. Trafficking in persons is now addressed by special units of the the Criminal Police Service, which work with cases of trafficking and kidnapping and therefore receive special training, while the Public Security Police Service is responsible for counteracting prostitution, pornography and other sexual crimes. Moreover, in 2011 a special governmental body was established for investigation and prosecution of severe crimes: the Investigative Committee, which also works with all sexually-based crimes against minors including CSEC. In addition, Department K plays a key role in the

Ministry of Internal Affairs, which specialises in cybercrimes (including child pornography), as well as by the Interpol National Central Bureau that coordinates identification of trafficking victims, missing persons and Internet pornography rings internationally. It is problematic that the Russian Federation has not yet made efforts to introduce child-friendly procedures to avoid secondary victimisation of child survivors before, during and after criminal proceedings, although providing support from a social worker or a psychologist during the process is obligatory.

Most of the police and other departments working with crimes against minors have specialists who have gone through specific training tailored for working on cases involving children.¹²⁷ However, child friendly procedures are not systematically enforced when investigating cases of commercial sexual exploitation of children.

The Children's Ombudsman has voiced the need for a social services network to safeguard children from harmful situations. Unfortunately, there is no such resource, and in addition to the lack of state provision for such services, even the Russian Orthodox Church is reluctant to implement child protective units, as they believe that family life should remain private and uninterrupted. The Church has also opposed a juvenile justice system.¹²⁸ Currently, mostly at the age of 16 and sometimes at the age of 18, depending on the crime, any individual in Russia is treated by the courts as an adult.

A juvenile justice system would have the effect of separating adults and minors

in prison as well as imposing different punishments and trial procedures on juvenile and adult defendants. Russia has signed the UN Convention on the Rights of the Child and the European Social Charter, which require that social services and a juvenile justice system be put in place. Although there has been discussion of creating a juvenile justice system in Russia, this would involve amending the Criminal Code, and no such initiative has been pursued. According to state officials who oppose the introduction of social services, such services would serve to collect complaints from children about their parents and have the effect of ruining families rather than mending them, as it would result in too many children being removed from their parents' care.¹²⁹ This lack of provision of child-friendly justice standards leaves children vulnerable to secondary traumatising and inhibits the process of rebuilding their lives. Additionally, it leaves the Russian Federation non-compliant with European and international standards.

Support services for children

Russia has evidenced progress in providing victims' assistance and protection. However, there is a shortage of national specialised programmes and policies to provide support services to child victims of sexual exploitation, and this responsibility is primarily assumed by NGOs funded by international donors.¹³⁰

The support services provided to children in difficult life situations are provided by the State free of charge. This includes medical services, psychological assistance

and counselling. However, shelters funded by municipalities are often insufficiently equipped to respond adequately to the recovery and reintegration needs of their

clientele,¹³¹ especially child victims. In these structures child victims can access assistance and protection services. However, state-run general health care and social assistance programs are not always easily accessible to children from other regions or other countries.¹³² In addition, there is a lack of expertise on psycho-social counselling, with few staff trained to provide the specialised care needed by child victims of commercial sexual exploitation. However, some specialised services are provided by NGOs. The NGO Sisters, an ECPAT Affiliate, runs a hotline in Moscow for women and child victims of violence and trafficking, including specialised counseling services.¹³³

In November 2009, the government failed to provide funding to ensure that an IOM-run shelter and rehabilitation centre assisting 423 victims of trafficking could continue to function. The closure of the centre, which opened in 2006 through foreign funding,¹³⁴ resulted in a significant setback in medical, rehabilitation and reintegration services for Russian victim of trafficking. In 2009 the majority of the NGOs servicing victims of trafficking remained funded by foreign international organisations, with no significant input of the federal government allocating funds to anti-trafficking activities and victim aid.¹³⁵

The Russian Federation has made insufficient efforts in identifying victims of trafficking, resulting in the majority of victim aid emerging from NGOs and international organisations.¹³⁶ Without adequate victim

identification, there is likely to continue to be an inaccurate portrayal of the gravity of the problem of human trafficking in Russia. Some progress has been made in the last two years, as local authorities in various municipalities have collaborated with NGOs to refer victims for assistance. For example, efforts to improve victim identification have been observed in a local government in Tartarstan, where a Memorandum of Understanding was signed with a local NGO. Similar efforts were noted in April 2009, when local police signed a comparable agreement with an NGO-run shelter.¹³⁷

The Trafficking Victim Assistance Center (TVAC) offers a hotline for Russian speaking victims of trafficking and retains a 24-hour psychologist and legal representative to offer support to victims and their families.¹³⁸ In 2008, the Angel Coalition hotline received 5,435 calls, 1,141 of which were directly from trafficked victims, and 42 of which required direct intervention. What is unsettling about the figures provided in the 2009 Angel Coalition Report is that a mere 4% of callers reported being under the age of 18. Considering the high prevalence of commercial sexual exploitation of children in Russia, it does not appear that victim services are reaching the most vulnerable members of society. Furthermore, of all the callers in 2008, only two percent agreed to work with Russian law enforcement agencies to provide testimony and information. Thus, most help lines appear not easily accessible to all child victims of trafficking.

Training law enforcement personnel

The Angel Coalition has conducted seminars and training sessions for law enforcement personnel on how to identify victims of trafficking and cooperate with other agencies in order to ensure best practice. The Angel Coalition trained embassy staff in Moscow on how to identify potential

trafficking victims when granting visas, and on recognising perpetrators who apply for visas.¹³⁹

Despite the Angel Coalition's progress in working with law enforcement personnel, according to the US Annual Trafficking

in Persons Report 2010, training for law enforcement personnel remains “sporadic and limited to a small number of police officers, investigators, and prosecutors.”¹⁴⁰ The report highlights the need for a structured, uniform programme dedicated to training

law enforcement personnel on CSEC, on the identification of potential victims and appropriate measures to take, both in terms of protecting the victim and prosecuting the offender.

CHILD AND YOUTH PARTICIPATION

There are not many examples of state-funded projects against CSEC involving child and youth participation as a key component, though some initiatives have been promoted by the NGO Stellit.

In April 2009, the NGO Stellit in cooperation with a governmental organisation “House of studying youth” launched the youth volunteer movement “You know the right way? Have it your own way...” The movement includes around 100 students aged 16 to 23 from primary and secondary educational institutions in St. Petersburg and is part of the youth group within the Russian Alliance against CSEC. After receiving training on the issues of child trafficking, commercial sexual exploitation and Internet safety, volunteers of the youth movement developed and implemented several projects:

- a station game and a floor game on Internet safety. Both games were conducted in a number of social and rehabilitation centres, shelters, vocational schools, and regular schools. The station game on Internet safety was also carried out as a city action in one of the central streets of St. Petersburg¹⁴¹
- A photo exhibition and a performance on child trafficking which was shown in various educational institutions in St. Petersburg in 2011

The programme also includes cooperation of NGO Stellit and leading universities of St.

Petersburg in order to educate students on CSEC and provide them with practical skills. Students are invited to volunteer with Stellit during lectures in the universities. Trainings are conducted by Stellit staff, ranging from one day to several weeks.¹⁴²

The Youth Public Chamber in Russia is an NGO established to involve youth leaders in representing civil society. It primarily aims to facilitate youth participating and expressing their positions in state policy, to initiate youth issues of public interest, and devise means to resolve problems.¹⁴³

Russian leadership have shown some commitment to promoting youth participation in areas directly and indirectly linked to the Kremlin. President Medvedev has invited youth to take an active part in policy dialogue. Additionally, the International Youth Forum organised by the Russian government was held in July 2010 in order to promote activism and entrepreneurship skills.¹⁴⁴ Though these advances in the realm of child and youth participation are laudable, it remains unclear the degree to which these initiatives will be sustainably incorporated into Russian institutions.

STOP Sex Trafficking of Children & Young People Campaign



An important advocacy component of The Body Shop and ECPAT 'Stop Sex Trafficking of Children and Young People Campaign' is the country progress card system, which ECPAT and The Body Shop has created to assess the progress of state action on specific commitments and promises to uphold the rights of the child to protection from sex trafficking and all forms of commercial sexual exploitation. In line with the 2008 Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children from the World Congress III against Sexual Exploitation of Children and Adolescents, this innovative tool provides readers with information on states' action to combat child trafficking, specifically towards the three goals of the campaign:

1. Community-based prevention programmes to stop child trafficking are reaching at-risk populations;
2. International legal standards for protecting children from trafficking have been incorporated into the national legal framework; and
3. Specialised government services for child victims of trafficking are integrated into national policies.

Russia: Summary of Progress Card *			
Goal 1: community-based prevention programmes			
Prevention	Collaboration	Awareness raising	Teacher training
		★	
Goal 2: legal framework			
Optional Protocol	Trafficking Protocol	National legislation	Special police units
Goal 3: specialised services for child victims			
Helpline	Shelters	Medical services	Psychological counselling

Green = significant action taken by state; Yellow = partial action taken by state;
Red = inadequate level of state action; Star = work undertaken by NGOs

From the global assessment of the Progress Cards, Netherlands is among the 53% of countries that have made some progress to stop sex trafficking of children and young people.

From the global assessment of the Progress Cards, Russia is among the 26% of countries reviewed which have taken limited measures to stop sex trafficking of children and young people. Russia has made efforts in harmonising its legal framework on combating child trafficking with relevant international standards. However, limited progress has been made with regard to child trafficking prevention initiatives and care and protection services provided to child victims of trafficking.

*The Russia Progress Card is available at www.ecpat.net



PRIORITY ACTIONS REQUIRED

National plan of action

- Develop and implement through a multi-stakeholder participatory process a comprehensive national plan of action to combat all manifestations of CSEC.
- Guarantee that the plan is allocated sufficient funds and create a monitoring body to ensure its full implementation.

Coordination and cooperation

- Enhance and expand international governmental cooperation and collaboration. Increase the sharing of information, resources, research, cyber techniques and best practices with regard to victims of CSEC and those 'at-risk.'
- Develop further collaboration between governmental bodies and civil society organisations in order to create effective systems for long term prevention, protection, and delivery of support services.
- Continue collaborating and establishing agreements with other countries on victim identification, investigation, prosecution and conviction of child sex offenders.
- Continue and expand work with foreign governments to crack down on child pornography and the exploitation of children over the Internet.

Prevention

- Develop a centralised registry for child sex offenders who have been released from jail and monitor accordingly.
- Allocate funds for research dedicated to CSEC, so that accurate data on the problems of CSEC in Russia can be compiled and accessed.
- Incorporate information on the dangers of commercial sexual exploitation of children in educational institution curricula and promote this information through public awareness raising campaigns.

- Initiate a campaign to lower demand by targeting male attitudes about sex with children and societal tolerance for such behaviour.
- Continue extending Internet safety programmes to more Russian schools. Educate on the dangers and warning signs of trafficking that may result from Internet chat rooms and false advertising.
- Educate the public on precautions to take against human trafficking and exploitation when travelling abroad.
- Conduct more trainings for teachers and other professionals working closely with children on the dangers of commercial sexual exploitation of children and how to identify potential victims.
- Conduct targeted outreach in at-risk communities to expand awareness of the risks facing vulnerable children in their communities and to cultivate a sense of responsibility for child protection.

Protection

- The Government of the Russian Federation must ratify the Optional Protocol on the sale of children, child prostitution and child pornography.
- More severe laws against cyber criminals circulating child pornography are needed. This should include simulated images of children engaged in sexual activity.
- Russia should consider criminalising the possession of child pornography for personal use.
- The Russian government should introduce laws specifically on grooming and benefiting into its legislation.
- Increase the number of prosecutions, investigations, and convictions for trafficking offences.
- Impose liability (criminal, civil, or administrative) of legal persons (corporations) for CSEC offences.
- Ensure that citizens are extradited or prosecuted for CSEC offences and amend domestic legislation accordingly.
- Increase the age of parental responsibility for children to 18 years, in accordance with the provisions of the CRC and emerging international standards.
- Provide trainings on commercial sexual exploitation of children to lawyers, judges, law enforcement, government officials, social workers and other relevant stakeholders to strengthen understanding, increase prioritisation of the crime, better focus on child-friendly approaches and ensure that the “best interest of the child” is given primacy.

Support services

- Increase government funding toward shelters and safe homes for street children and victims of commercial sexual exploitation and focus on expanding rehabilitation activities.
- Provide comprehensive victim assistance, recovery and reintegration through the allocation of government funding to NGOs providing such services.
- Ensure that child victims of sexual exploitation are not detained or imprisoned for acts directly emanating from being trafficked.
- Continue to train law enforcement officials on proper detection and responsiveness to victims of CSEC and children 'at-risk.' Develop a nationwide program so that there will be consistency in training among agencies.
- Adopt a child-centred approach when interfacing with victims, one that is sensitive and responsive to their individual needs, and train officials on these methods to ensure they are consistently implemented throughout the country.
- Ensure that the social services departments for children provide comprehensive, systematic and consistent delivery of services that meet the specific needs of victims of CSEC.
- Create a juvenile justice system so that children are not imprisoned with adults.

Child participation

- Expand state-funded projects against CSEC involving child and youth participation.
- Increase efforts to involve children in the development and implementation of laws and policies that have bearing on their well-being.
- Allocate more funding to organisations involved in youth self-esteem and leadership skills building.
- Ensure that child and youth participation initiatives are incorporated into systems and institutions and implemented consistently over time.

ANNEX

The Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents*

Note: This is a condensed version. The full Rio Declaration and Call to Action also contains: Preamble; A. Review of progress and outstanding challenges; and B. Declaration.

C. Call for Action

We call on all States, with the support of international organizations and civil society, including NGOs, the private sector, adolescents and young people to establish and implement robust frameworks for the protection of children and adolescents from all forms of sexual exploitation, and we call upon them to:

I - International and Regional Instruments

- (1) Continue working towards ratification of relevant international instruments, including as appropriate the United Nations Convention on the Rights of the Child and the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, ILO Convention 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Convention on the Elimination of All Forms of Discrimination against Women.
- (2) Continue working towards ratification of relevant regional instruments, including as appropriate the African Charter on the Rights and Welfare of the Child, the ASEAN Charter,

the Inter-American Conventions on International Traffic in Minors and on the Prevention, Punishment and Eradication of Violence against Women, the SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, and the Council of Europe Conventions on Action against Trafficking in Human Beings, on Cybercrime and on the Protection of Children against Sexual Exploitation and Sexual Abuse, conventions which can be ratified by States that are non-members of the Council of Europe.

- (3) State Parties should take all necessary measures to implement the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, taking into due accounts the conclusions and the recommendations of the Committee on the Rights of the Child in the context of its review of State Parties' reports. All countries are encouraged to use this as an important reference.

II – Forms of Sexual Exploitation and its New Scenarios

Child pornography/child abuse images

- (4) Criminalize the intentional production, distribution, receipt and possession of child pornography, including virtual

* The Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents (2008), full text available at: http://www.ecpat.net/WorldCongressIII/PDF/Outcome/WCIII_Outcome_Document_Final.pdf

images and the sexually exploitative representation of children, as well as the intentional consumption, access and viewing of such materials where there has been no physical contact with a child; legal liability should be extended to entities such as corporations and companies in case the responsibility for or involvement in the production and/or dissemination of materials.

- (5) Undertake specific and targeted actions to prevent and stop child pornography and the use of the Internet and new technologies for the grooming of children into online and off-line abuse and for the production and dissemination of child pornography and other materials. Victim identification, support and care by specialized staff should be made a high priority.
- (6) Conduct educational and awareness-raising campaigns focusing on children, parents, teachers, youth organizations and others working with and for children with a view to improve their understanding of the risks of sexually exploitative use of the Internet, mobile telephones and other new technologies, including information for children on how to protect themselves, how to get help and to report incidences of child pornography and online sexual exploitation.
- (7) Take the necessary legislative measures to require Internet service providers, mobile phone companies, search engines and other relevant actors to report and remove child pornography websites and child sexual abuse images, and develop indicators to monitor results and enhance efforts.
- (8) Call upon Internet service providers, mobile phone companies, Internet cafes and other relevant actors to develop and

implement voluntary Codes of Conduct and other corporate social responsibility mechanisms together with the development of legal tools for enabling the adoption of child protection measures in these businesses.

- (9) Call upon financial institutions to undertake actions to trace and stop the flow of financial transactions undertaken through their services which facilitate access to child pornography.
- (10) Set up a common list of websites, under the auspices of Interpol, containing sexual abuse images, based on uniform standards, whose access will be blocked; the list has to be continuously updated, exchanged on international level, and be used by the provider to perform the access blocking.
- (11) Undertake research and development, in the realm of the private sector, of robust technologies to identify images taken with electronic digital devices and trace and retract them to help identify the perpetrators.
- (12) Promote public/private partnerships to enhance the research and development of robust technologies to investigate and to trace the victims with a view to immediately stop their exploitation and provide them with all the necessary support for full recovery.
- (13) Make technologies easily available, affordable and usable for parents and other caregivers, including to assist with the use of filters to block inappropriate and harmful images of children.

Sexual exploitation of children and adolescents in prostitution

- (14) Address the demand that leads to children being prostituted by making

the purchase of sex or any form of transaction to obtain sexual services from a child a criminal transaction under criminal law, even when the adult is unaware of the child's age.

- (15) Provide specialized and appropriate health care for children who have been exploited in prostitution, and support child centered local models of recovery, social work systems, realistic economic alternatives and cooperation among programmes for holistic response.

Sexual exploitation of children and adolescents in travel and tourism.

- (16) Encourage and support the tourism, travel and hotel sectors in adopting professional Codes of Conduct, for example by joining and implementing the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism; encourage the use of businesses that put in place appropriate child protection-focused corporate social responsibility strategies; and/or provide other incentives for those participating.
- (17) Ensure that all stakeholders pay specific attention to unregulated tourism to prevent domestic and international travellers from sexually exploiting children and adolescents.
- (18) Cooperate in the establishment of an international travel notification system, such as the Interpol 'green notice' system, in accordance with applicable law and human rights standards.
- (19) Ensure investigation and, where sufficient evidence exists, that appropriate charges are brought and vigorously pursued against the State's nationals who are reported or alleged to have sexually exploited a child in a foreign country.

- (20) Prohibit the production and dissemination of material advertising the sexual exploitation of children in tourism; and alert travellers to criminal sanctions that will apply in cases of sexual exploitation of children.

- (21) Monitor new and emerging tourist destinations and establish proactive measures to work with private sector partners involved in the development of tourism services on measures to prevent the sexual exploitation of children and adolescents, including the use of socially and environmentally responsible strategies that promote equitable development.

Trafficking and the sexual exploitation of children and adolescents

- (22) Mobilize communities, including children and adolescents with a view to engaging them in dialogue on and a critical review of social norms and practices and economic and social conditions that make children vulnerable to trafficking, and establish procedures that involve them in developing strategies and programmes where they participate, where appropriate, in the planning, implementation and monitoring of such programmes.
- (23) Pilot and adapt or replicate successful models of community-based prevention and rehabilitation and reintegration programmes for child victims of trafficking.
- (24) Establish policies and programmes that address not only cross-border but also internal trafficking of children and that include, among other elements, a standard operating procedure for the safe repatriation and return of children based on the child's view and on a careful assessment of the needs and risks to the child of returning to her/his place of origin to ensure that the best interests of the child are taken into account.

- (25) Continue strengthening cross-border and internal cooperation of law enforcement officials, for example by establishing coordinating units with a mandate to issue clear guidelines for child centered investigation of cases of trafficking of children and for treating trafficked children not as criminals but as victims in need of protection.
- (26) Take legislative and other measures to ensure that a guardian is appointed without delay for every unaccompanied trafficked child, that an effective system of registration and documentation of all trafficked children is established, and that every trafficked child is provided with not only short-term protection but also with the necessary economic and psycho-social support for full and long-lasting recovery and social reintegration (in line with the UNICEF

Guidelines on the Protection of Child Victims of Trafficking and UNHCR Guidelines on Formal Determination of the Best Interests of the Child).

- (27) Undertake and/or support, with the involvement of civil society and children, the regular evaluation of programmes and policies to prevent and stop the trafficking of children and of legislation that may have a conducive impact on trafficking, for example laws on marriage, free education, adoption and migration, birth registration, accordance of citizenship, refugee or other status.

III – Legal Frameworks and Enforcement of the Law

- (28) Define, prohibit and criminalize, in accordance with existing international human rights standards, all acts of sexual exploitation of children and adolescents in their jurisdiction, irrespective of any set age of consent or marriage or cultural practice, even when the adult is unaware of the child's age.

- (29) Establish effective extraterritorial jurisdiction, abolishing the requirement of double criminality for offences of sexual exploitation of children and adolescents, and facilitate mutual legal assistance, in order to achieve effective prosecution of perpetrators and appropriate sanctions. Make all acts of sexual exploitation of children and adolescents an extraditable offence in existing or newly established extradition treaties.
- (30) Designate a lead law enforcement agency, where appropriate to national circumstances, to proactively enforce extraterritorial laws related to sexual exploitation of children and adolescents.
- (31) Ensure that child victims of sexual exploitation are not criminalized or punished for their acts directly related to their exploitation, but are given the status of victim in law and are treated accordingly.
- (32) Establish special gender sensitive units/ children's desks within police forces, involving when appropriate other professionals like health care and social workers and teachers, to address sexual crimes against children, and provide specialized training to judicial and law enforcement personnel.
- (33) Address corruption in law enforcement and the judiciary, as well as other authorities with a duty of care to children, recognizing corruption as a major obstacle to effective law enforcement and protection for children.
- (34) Establish and implement international, regional and national legal mechanisms and programmes for addressing sex offender behaviour and preventing recidivism, including through risk assessment and offender management programmes, the provision of voluntary extended and comprehensive rehabilitation services (in addition to but not in lieu of criminal sanctions

as appropriate), safe reintegration of convicted offenders and the collection and sharing of good practices and establish where appropriate sex offenders registers.

IV – Integrated Cross-Sectoral Policies and National Plans of Action General

- (35) Develop and implement comprehensive National Plans of Action on the sexual exploitation of children and adolescents, or include these in existing relevant planning frameworks, such as National Development Plans and ensure that these Plans are based in a cross-sectoral approach which brings all stakeholders together in a coherent and comprehensive framework for action. These Plans should incorporate gender-sensitive strategies, social protection measures and operational plans, with adequate monitoring and evaluation targeted resources and designated responsible actors, including civil society organizations for implementation of initiatives to prevent and stop the sexual exploitation of children and adolescents and provide support for child victims of sexual exploitation.
- (36) Promote and support multi-sectoral policies and programmes, including community-based programmes, within the framework of a comprehensive national child protection system to address phenomena that contribute to the sexual exploitation of children and adolescents including, for example, discrimination (including on the basis of sex), harmful traditional practices, child marriage and social norms that condone sexual exploitation.
- (37) Promote and fund meaningful child and youth participation at all levels in the design, monitoring and evaluation of policies and programmes, in campaigns and through peer-to-peer youth programmes, aimed at raising

awareness and preventing the sexual exploitation and trafficking of children and adolescents.

- (38) Initiate and support the collection and sharing of reliable information and cross-border cooperation, and contribute to databases on victims and perpetrators, to enhance assistance to children and address the demand for sex with children, in accordance with applicable laws.

Prevention

- (39) Ensure that all children born on their territory are registered immediately and for free after their birth and pay special attention to not yet registered children and children at risk and in marginalized situations.
- (40) Strengthen the role of educational institutions and staff to detect, denounce and help address sexual abuse and exploitation of children in all forms and sources.
- (41) Emphasize prevention of sexual exploitation of children and adolescents, through e.g. awareness raising and educational campaigns, support for parents and eradication of poverty while reinforcing or establishing multi-sectoral referral mechanisms to provide comprehensive support and services to children who have been victimized in sexual exploitation.
- (42) Support children to gain deeper knowledge of their own rights to be free from sexual exploitation, and the options available to help them to address abuse, so that they are empowered, with the partnership of adults, to end sexual exploitation.
- (43) Engage children in meaningful and critical examination of changing contemporary values and norms and their potential to increase vulnerability

to sexual exploitation; and promote education to enhance children's understanding of these issues in relation to sexual exploitation.

- (44) Undertake research on contemporary patterns of socialization of boys and men across different contexts to identify factors that promote and strengthen boys' and men's respect for the rights of girls and women and engage them in action initiatives that inhibit and discourage them from engaging in sexual exploitation of children and adolescents.

Protection of the child

- (45) Increase efforts to address the sexual exploitation of children and adolescents through the development of comprehensive and integrated national child protection systems, including the necessary budget allocations and based on identifications of settings where children are most at risk that aim to protect children from all forms of violence and abuse.
- (46) Establish by 2013 an effective and accessible system for reporting, follow up and support for child victims of suspected or actual incidents of sexual exploitation, for example by instituting mandatory reporting for people in positions of responsibility for the welfare of children.
- (47) Develop or enhance accessibility of existing telephone or web-based help lines, in particular for children in care and justice institutions, to encourage children and require care givers to confidentially report sexual exploitation and seek referral to appropriate services, and ensure that the operators of such reporting mechanisms are adequately trained and supervised.
- (48) Strengthen existing national child protection services or establish new

ones in order to provide all child victims of sexual exploitation, girls and boys, without discrimination, with the necessary economic and psycho-social support for their full physical and psychological recovery and social reintegration, and when appropriate, family reunification and interventions that support and strengthen families to mitigate the risk of further exploitation; such services to be provided by well trained multi-disciplinary teams of professionals.

- (49) Ensure that these services are accessible, appropriately resourced, comprehensive, child- and gender-sensitive, and reach all children without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex (or orientation), and social origin and including children with disabilities, from ethnic minorities, indigenous or Aboriginal children, refugee or asylum-seeking and children in domestic service or living on the streets and children displaced by conflict or emergency situations.
- (50) Develop programs that provide children of sex workers and children living in brothels with support and protection.
- (51) Promote and defend the privacy of the child victims and child perpetrators of sexual exploitation, taking into account relevant national laws and procedures, to protect their identity in investigatory or court proceedings or from disclosure by the media and ensure that these proceedings are child friendly and allow the child to participate in a meaningful way in the process of bringing the perpetrator to justice.
- (52) Ensure that children and adolescents exhibiting acts of sexual violence harmful to others receive appropriate care and attention as a first option through gender-sensitive and child-focused measures and programmes that balance their best interest with

due regard for the safety of others, and ensure compliance with the principle that depriving children of liberty should be pursued only as a measure of last resort, and ensure that those responsible for the care of such children are equipped with relevant and culturally appropriate training and skills.

V – International Cooperation

- (53) Take all necessary steps to strengthen international cooperation by multilateral, regional and bilateral arrangements for the prevention, detection, investigation, prosecution and punishment of those responsible for acts of sexual exploitation of children and adolescents; and for the assistance of child victims in their physical and psychological recovery, social reintegration and, as appropriate, repatriation.
- (54) Establish and/or improve by 2013 concrete mechanisms and/or processes to facilitate coordination at national, regional and international levels for enhanced cooperation among government ministries, funding bodies, UN agencies, NGOs, the private sector, workers' and employers' organizations, the media, children's organizations and other representatives of civil society with a view to enabling and supporting concrete action to prevent and stop the sexual exploitation of children and adolescents.
- (55) Strengthen and improve the effectiveness of existing regional mechanisms for exchange, coordination and monitoring of progress on child protection including against sexual exploitation in order to review progress and strengthen follow-up on the implementation of the recommendations made.
- (56) Provide, when in a position to do so, financial, technical and other assistance through existing multilateral, regional, bilateral and other programmes for addressing the sexual exploitation of children and adolescents; and explore the potential of a fund for child and youth initiatives in this area.
- (57) Develop, where appropriate with the support of UN agencies, NGOs, civil society organizations and the private sector, workers' and employers' organizations, policies and programmes to promote and support corporate social responsibility of enterprises operating inter alia in tourism, travel, transport and financial services, and of communication, media, Internet services, advertising and entertainment sectors; so that child-rights focused policies, standards and codes of conduct are implemented throughout the supply chain and include an independent monitoring mechanism.
- (58) Support and contribute to the Interpol international child abuse images database and nominate a responsible national focal point person or unit to collect and update promptly national data on sexual exploitation of children and adolescents, and systematically share this information with Interpol in order to support cross-border (international) law enforcement action and strengthen its effectiveness, and adopt multilateral agreements especially for police investigation work.
- (59) Undertake national and international coordinated measures to curb and stop the involvement of organized crime

in commercial sexual exploitation of children and bring persons and/or legal entities responsible for this form of organized crime to justice.

VI – Social Responsibility Initiatives

We encourage the private sector, employers' and workers' organizations, to proactively engage in all efforts to prevent and stop the sexual exploitation of children and adolescents, and to use their knowhow, human and financial resources, networks, structures and leveraging power to:

- (60) Integrate child protection, including the prevention of sexual exploitation of children, into new or existing corporate social responsibility policies of enterprises operating inter alia in tourism, travel, transport, agriculture and financial services, and of communication, media, Internet services, advertising and entertainment sectors, and ensure appropriate implementation of such policies and widespread public awareness.
- (61) Incorporate the prevention and protection of children from sexual exploitation in human resources policies, such as Codes of Conduct and other corporate social responsibility mechanisms throughout the supply chain.
- (62) Join efforts with Governments, UN agencies, national and international NGOs, and other stakeholders to prevent the production and dissemination of child pornography, including virtual images and the sexually exploitative representation of children, and stop the use of the Internet and

new technologies for the grooming of children into online and off-line abuse; undertake actions to trace and stop the flow of financial transactions for sexual exploitation of children through the services of financial institutions; support efforts to address the demand for sexual exploitation of children in prostitution and the strengthening of services for children victims and their families, including the establishment of accessible telephone or web-based help lines; and provide support for educational and awareness-raising campaigns targeting children, parents, teachers, youth organizations and others working with and for children, on the risks of sexual exploitation of children, sexually exploitative use of the Internet, mobile phones and other new technologies as well as on protective measures.

VII – Monitoring

- (63) Establish by 2013 independent children's rights institutions such as children's ombudspersons or equivalents or focal points on children's rights in existing human rights institutions or general ombudsperson offices, highlighting the importance for States Parties to the Convention on the Rights of the Child of General Comment No 2 of the Committee on the Rights of the Child; these bodies should play a key role in the independent monitoring of actions taken for the prevention of sexual exploitation of children and adolescents, protection of children from such exploitation and the restoration of the rights of sexually exploited children, in advocating for effective legal frameworks and enforcement and

in ensuring, where necessary, that child victims have effective remedies and redress, including the possibility of filing complaints before these institutions.

We encourage the Committee on the Rights of the Child to:

- (64) Persevere with reviewing progress of States Parties' fulfilment of their obligations to uphold the right of children to protection from sexual exploitation and pay special attention to the recommendations in the Rio Call for Action in its examination of reports under the Convention on the Rights of the Child and its Optional Protocols.
- (65) Adopt as a matter of priority a General Comment on the right of the child to protection from sexual exploitation, trafficking for sexual purposes, and the abduction and sale of children, including detailed guidance to States on the development, implementation and enforcement of national legislation and policies in this regard.
- (66) Continue to work with the Office of the High Commissioner for Human Rights in protecting child rights, and raising awareness of relevant international and regional human rights mechanisms.

We encourage other United Nations human rights treaty bodies, special procedures of the Human Rights Council and special representatives of the United Nations Secretary-General, as well as regional human rights mechanisms, to:

- (67) Pay particular attention to combating the sexual exploitation of children and adolescents, within their respective mandates and during their examination of State Parties' reports, country visits, in their thematic work and/or other activities.

We urge the Human Rights Council to:

- (68) Ensure that the Universal Periodic Review process includes rigorous examination of States' fulfilment of their obligations to children, including preventing and stopping the sexual exploitation of children and adolescents and to respectfully the rights of child victims of such exploitation.

We urge the yet-to-be-appointed Special Representative of the Secretary-General on Violence against Children, the Special Representative of the Secretary-General for Children and Armed Conflict, the Special Rapporteur on the Sale of Children, Child Prostitution and Child Pornography and the Special Rapporteur on Trafficking in Persons, especially in Women and Children, together with other appropriate mandate holders and in collaboration with the Committee on the Rights of the Child, to:

- (69) Work together to avoid duplication and to maximise their impact in preventing and stopping the sexual exploitation of children and adolescents and, through their work, map experiences in the area of prevention and response to sexual exploitation of children and assess their effectiveness.

We encourage UN agencies, NGOs and human rights institutions to:

- (70) Support and provide information on the extent of and responses to sexual exploitation of children and adolescents to these bodies.
- (71) Work with the media to enhance their role in education and empowerment, and in protecting children from sexual exploitation, and to mitigate the harmful potential of the media, including

through the sexualization of children in advertising.

We call on international financial institutions such as the World Bank and the International Monetary Fund to:

- (72) Review their current macro-economic and poverty reduction strategies with a view to counteracting any negative social impact on children and their families, including loan conditionality which essentially limits social services and access to rights and minimizing the risk for children to sexual exploitation.

We call on religious communities to:

- (73) Reject, in the light of their consensus about the inherent dignity of every person, including children, all forms of violence against children including sexual exploitation of children and adolescents and establish, in that regard, multi-religious cooperation and partnership with other key stakeholders such as governments, children's organizations, UN agencies, NGOs, media and the private sector using their moral authority, social influence and leadership to guide communities in ending sexual exploitation of children and adolescents.

C. Call for Action

- (1) We commit ourselves to the most effective follow-up to this Call for Action:

- At the national level, inter alia, by biennial public reporting on the measures taken for the implementation of the Rio Declaration and Call for Action and promoting/initiating discussions on the progress made and the remaining challenges to named responsible mechanisms for monitoring implementation while also integrating such requirements into State reporting to the Committee on the Rights of the Child.
- At the international level, by encouraging and supporting coordinated actions by the relevant human rights treaty bodies, special procedures of the Human Rights Council and Special Representatives of the Secretary-General of the United Nations with a view to maintaining awareness of the Rio Declaration and Call for Action and promoting its implementation.

- (2) Encourage the private sector to join the United Nations Global Compact and communicate their implementation progress with regard to addressing the sexual exploitation of children and adolescents and supporting the realization of this platform for coordinated corporate efforts and sharing of best practices.

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