

Russian Federation¹

Oxana Sinyavskaya (National Research University – Higher School of Economics), Zhanna Kravchenko (Södertörn University) and Irina Grigoryeva (St Petersburg State University)

April 2015

NB. The Russian Federation is a federal state.

For comparisons with other countries in this review – on demographic, economic, employment and gender equality indicators and on leave provision and early childhood education and care services - go to [cross-country comparisons](#) page on website. To contact authors of country notes, go to [membership-list of members](#) page on website.

1. Current leave and other employment-related policies to support parents

a. Maternity leave (отпуск по беременности и родам) (responsibility of Ministry of Labour and Social Protection)

Length of leave (before and after birth)

- Seventy calendar days before and 70 calendar days after childbirth.

Payment and funding

- Hundred per cent of average earnings, calculated on basis of employment during 24 months before taking leave². There is a ceiling for maternity benefits based on the ceiling on earnings for social insurance contributions established by the state on an annual basis, the actual number of worked days and the length of the leave. For women applying for a leave in 2015, the ceiling for social insurance contributions in 2013 was RUB568,000 [€9,707³] and in 2014 RUB624,000 (€10,664); From January 1, 2015 the ceiling is RUB670,000 [€11,450). Hence, the ceiling for the benefit will be $(568,000+624,000)/730 \times 140 = \text{RUB}228,602$ (€3,907), where 730 is the maximum standard number of working days over two years and 140 is the length of the leave. It corresponds to the RUB49,639 [€848) per month. If the woman worked less than 730 days, the actual number of days she worked is used in the calculation. The minimum amount of maternity benefit cannot be lower than $5,965 \times 24/730 \times 140 = \text{RUB}27,455$

¹Please cite as: Sinyavskaya, O., Kravchenko, Z. and Grigoryeva, I. (2015) 'Russian Federation country note', in: P. Moss (ed.) *International Review of Leave Policies and Research 2015*. Available at: http://www.leavenetwork.org/lp_and_r_reports/

² From January 1, 2014 a woman cannot choose a base for benefits calculation.

³Conversion of local currency into Euros undertaken on 1-5 June 2015, using <http://finance.yahoo.com/currency-converter/>

[€469], where RUB5,965 [€102] is a new level of minimum wage per month from 1 January 2015⁴.

- Unemployed women who have lost their jobs due to the closure of their workplace during the preceding 12 months and who are registered at the unemployment office can receive Maternity leave benefits at the level of RUB544 [€9] per month. They cannot receive unemployment benefits at the same time of receiving maternity benefits. To compare, for 2015, the amount of unemployment benefits, established at the federal level varies from a minimum of RUB850 [€14] to a maximum of RUB4,900 [€84] per month⁵, is financed and administered by regional authorities.
- Full-time students receive the benefit in the amount of student benefit (funded by the Federal budget). For 2014/2015 academic year a minimum amount of student benefit is RUB487 [€8] per month for students of primary and secondary vocational institutions, and RUB1,340 [€23] for university students. Not all students receive the payment, the conditions and the size of the benefit is regulated by each educational institution.
- Funded by the Social Insurance Fund, which is largely financed from employers' contributions, supplemented by transfers from the federal budget.

Flexibility in use

- None.

Regional or local variations in leave policy

- Regional authorities (the Russian Federation had 85 regions in April 2015) can introduce additional payments during the period of Maternity leave. For instance, Moscow government increases benefits for officially registered unemployed mothers discharged on grounds of closing down of business during 12 months before registered at the unemployment office.
- There are no official statistics about regional variations in practice.
- According to the legislation Maternity leave is paid by employers; however, in 2014 in ten regions of the Russian Federation⁶ Maternity leave was paid by regional / local Social Insurance Fund offices

Eligibility (e.g. related to employment or family circumstances)

- All insured women (including registered self-employed) and military personnel.
- Unemployed women discharged on grounds of closing down of business during 12 months before registered at the unemployment office
- Full-time students
- Women adopted a child if they belong to categories listed above

Variation in leave due to child or family reasons (e.g. multiple or premature births; poor health or disability of child or mother; lone parent); or delegation of leave to person other than the mother

- In the case of multiple births, the length of leave increases to 84 days before the birth, and to 110 days after.

⁴ Minimum and maximum values can be increased to regional coefficients established by law for regions with higher level of costs of living (e.g. Far North or Far East regions).

⁵ Minimum and maximum amounts of unemployment benefits are the same since 2009.

⁶ From July 2011 – Karachayev-Republic, Nizhny Novgorod Region; from July 2012 – Astrakhan, Novgorod, Kurgan, Novosibirsk, Tambov Regions, Khabarovsk Territory; from January 2015 – Republic of Crimea and Sevastopol.

- In the case of complicated delivery, the length of leave increases to 86 days after birth.

b. Paternity leave

No statutory entitlement.

c. Parental leave (отпуск по уходу за ребенком) (responsibility of Ministry of Labour and Social Protection)

Length of leave

- Until three years after childbirth. Leave is a family entitlement, which can be taken by only one person.

Payment and funding

- Forty per cent of average earnings during the two years preceding birth, paid until a child is 18 months, with a minimum payment of RUB2,718.34 [€46] per month for the first child, and of RUB5,437 [€93] for the second and subsequent children in 2014. There is a ceiling for Parental leave payments based on the ceiling for social insurance contributions established by the state on an annual basis. The amount is calculated by taking 40 per cent of the ceiling for these social insurance contributions for a selected two year period (for leaves calculated in 2015 earnings in 2013-2014 are taken into account; including ceilings of RUB568,000 [€9,707] in 2013 and of RUB624,000 [€10,664] in 2014), divided by 730 (the maximum standard number of working days over two years) and multiplied by 30.4 (the average number of calendar days per month). The maximum payment is RUB19,856 [€339]⁷ per month in 2014.
- For employed parents with children between 18 and 36 months, a payment of RUB50 [€0.85] per month is also provided. Women who became unemployed while on Parental leave because their employer closes down and do not receive unemployment benefits are also eligible.
- For unemployed people, who have lost their jobs *during* Parental leave because their employer has closed down during the 12 months prior to them registering as unemployed, Parental leave benefit is calculated on basis of their earnings during 12 months before their unemployment. These unemployed people have to choose either to receive unemployment benefit or Parental leave benefit.
- Other unemployed or inactive parents are provided with the minimum payment (i.e. RUB2,718 [€46] per month for the first child, and of RUB5,437 [€93] for all subsequent children).
- If a woman has a right for paid Parental leave benefits and Maternity leave benefits (e.g., if she is pregnant with a second child), she has to choose which benefit to get.
- The payments are not taxable.
- Payments for insured workers are funded by the Social Insurance Fund and for those who are not insured (e.g. students, unemployed) - from the federal budget.

Flexibility in use

- Parents taking leave may work part time.

⁷ Minimum and maximum values can be increased to regional coefficients established by law for regions with higher level of costs of living (e.g. Far North or Far East regions).

Regional or local variations in leave policy

- The 85 regional governments can increase the federal level of Parental leave benefits within the minimum and maximum levels set by the central government - RUB2,718 [€46] per month and RUB19,856 [€339] respectively. There is further scope for regional variations, e.g. regional governments may provide additional payments from regional budgets; or link payments to the order of births, increasing payments with each subsequent child; or target special groups of the population; and/or make these payments means-tested. For instance, Moscow government has introduced additional payments for some categories of unemployed women, single parents, families with both parents unemployed, families with many (3 or more) children, poor families. Furthermore, regional governments are encouraged to introduce additional payments for care of a child between 18 and 36 months.
- There are no official statistics about regional variations in practice.

Eligibility

- Any insured caregiver (in proportion to previous earnings).
- Uninsured mothers or fathers (at a minimum level)

Variation in leave due to child or family reasons (e.g. multiple or premature births, poor health or disability of child or mother, lone parent), or delegation of leave to person other than the parent

- Leave can be delegated to grandparents or any other guardian caring for the child.
- Unemployed parents have the right to choose between unemployment or Parental leave benefit; the former is for a shorter period but may be at a higher rate depending on various conditions.

d. Statutory child or carer leave or career breaks

- No statutory entitlement.

e. Other employment-related measures

Adoption leave and pay

- The same regulations as for other parents, without pre-birth paid leave.

Time off for the care of dependants

- The length of paid leave to care for a sick child under the age of 15 years⁸ varies according to the previous employment record of a parent/carer and the age of the child. Sick leave for taking care of a sick child can be taken by any relative (mother, father, grandparents). For a child under the age of seven years, up to 60 days leave may be taken per year, with 45 days for a child aged seven to 14 years old (up to 15 days per time); for instance, a family with two children, one below seven years and another between seven and 14 years old, can get up to 105 days of sick leave per year. Payment is made at 60 per cent of average earnings with an employment record under

⁸ Under the age of 18 in case of children with disability or HIV, or severely sick children

five years, 80 per cent with an employment record of five to eight years and 100 per cent with an employment record over eight years, under a ceiling for social insurance contributions for a selected two year period (for leaves calculated in 2015 earnings in 2013-2014 are taken into account; including ceilings of RUB568,000 [€9,707] in 2013 and of RUB624,000 [€10,664] in 2014).

Flexible working

- Before Maternity leave or immediately afterwards, employed women are entitled to an annual paid vacation regardless of length of employment.
- Mothers of children younger than 18 months are entitled to take breaks during work to rest and feed their children, with no reduction of earnings. These should be taken not less than once every three hours, and for no less than 30 minutes.
- Employees with two and more children under the age of 14 years, parents of disabled children under the age of 18 years, and single parents with children younger than 14 years may receive annual unpaid leave of up to 14 days.
- Mothers of children under 18 years old working in rural area can get one additional unpaid day off per month.
- Written agreement of an employee with children below three years (or below five years in the case of single parents) should be obtained for her/him to work overtime, during weekends, or for business trips.
- All regulations are established in the Labour Code and costs are carried by employers.

Vocational training / re-training

- Special programs aimed at vocational guidance, training / re-training of women on leave with children under 3 years old are established at regional level. In 2014, 16.3 thousand women on leave with a child under 3 years old received vocational training and 16.7 thousand women received vocational guidance from local employment offices (in 2013, there were 13.3 thousand women and 13.2 thousand women correspondingly).

2. Relationship between leave policy and early childhood education and care policy

The maximum period of post-natal leave available in the Russian Federation is three years, but the last 18 months is unpaid, and most of the first 18 months are paid at a relatively low rate; only the first 10 weeks after birth are paid at a relatively high rate. Officially, there is an entitlement to ECEC from two months of age, which means no *de jure* gap between the end of well paid leave and an ECEC entitlement. However, the government officially supports development of the formal childcare for children from three to seven years old; there is no statistics on the formal childcare use or waiting lists for children under one year old; and at the regional level additional restrictions can be introduced on the registration / entry to kindergarten based on child's age (e.g., places in kindergartens can be limited to children older than two or three years).

The Russian Federation is not included in the comparative data on ECEC attendance in the OECD Family Database. It does, however, appear in the TransMonEE Database covering countries in Central and Eastern Europe and the Commonwealth of Individual States; according to this Database, levels of coverage of children under three years old by formal childcare in Russia declined from 2005 to 2010, then slightly increased and was 17.8 per cent in 2012/2013, which was higher than in many Central European countries but below the

average for OECD countries (for more details see Table 'Relationship between leave and ECEC entitlements'). There is no information available for 2013/2014.

3. Changes in policy since April 2014 (including proposals currently under discussion)

According to new pension laws adopted at the end of 2013, from 1 January 2015 four periods of leave up to 18 months each (six years in total) can be included in the length of insurance seniority (i.e. employment records for the period during which contributions to the state pension fund have been made) used for calculating pension benefits instead of two periods (three years in total) by previous law.

4. Take-up of leave

a. Maternity leave

Although it is not obligatory, it is assumed that almost all eligible women take Maternity leave.

b. Paternity leave

There is no statutory entitlement.

c. Parental leave

According to Rosstat data, in 2013 the number of insured people on paid Parental leave to care for a child under 18 months was 2,374,366, and the number of uninsured people receiving benefit for caring for a child under 18 months was 1,612,562. No more recent information is available. Since benefits for caring for a child from birth to 18 months are available for both insured and uninsured persons and can be combined with part-time employment, it can be assumed that take-up is 100 per cent.

5. Research and publications on leave and other employment-related policies since April 2014

a. General overview

Research on reconciliation of work and family life is still sparse in Russia, mostly due to lack of survey data or statistics. However, there is a growing interest in these issues motivated by the population ageing and the current population policy of the Russian government launched in 2007. More studies on the relationship between female employment, fertility and family policy measures, including childcare use, which draw on data from the Russian Longitudinal Monitoring Survey (RLMS), Generations and Gender Survey (GGS) or European Social Survey (ESS) have appeared recently. In 2013-2014, National Research University – Higher School of Economics (HSE) undertook applied research on employment of women with children under the order of Russian government.

The main methodological problem of all studies trying to analyse the effect of recent policies on fertility and female employment in Russia is that several measures were introduced simultaneously, and hence it is impossible to estimate the sole impact of extended coverage and increased reimbursement level of Parental leave allowances on the fertility or employment. Another problem relates to the sample size, since the number of women, particularly, with small children in nationally representative samples is usually quite limited.

b. Selected publications since April 2014

Sinyavskaya, O. and Billingsley S.(2015) 'The importance of job characteristics to women's fertility intentions and behavior in Russia', *Genus Journal of Population Studies*, Vol. 71, No. 1: 23-59.

The authors assess whether a relationship between employment characteristics and fertility exists in the low-fertility context of Russia. Using multiple data sources (Generations and Gender Survey and the Employment and Education Survey), they study both intentions and transitions to the first and second birth. They find evidence that reconciliation of work and family roles is related to childbearing; in particular, job characteristics that are considered family-friendly are positively associated with intentions and behaviour in Russia. More specifically, they find stronger relationships between job characteristics and having a second birth than the timing of entering parenthood. Although self-employment is positively related to both second parity intentions and conceptions, differences exist between other determinants of intentions and conceptions. Attitudes toward work and family roles appear to be related to fertility intentions to only a small extent and do not mediate relationships between job characteristics and intentions.

Wesolowski, K. and Ferrarini, T. (2015) *Family policies in Ukraine and Russia in comparative perspective*. Available at:

<http://www.diva-portal.org/smash/record.jsf?pid=diva2%3A789429&dswid=-2909>

This study compares the institutional setting of family policies in Ukraine and Russia with 31 countries, including post-communist countries and other EU and OECD countries. Large-scale systematic comparisons of family policies in Ukraine and Russia with longstanding welfare states and other post-communist European countries have so far been lacking. The analyses are based on a comparative institutional approach, which captures the content of legislation multidimensionally instead of focusing only on social expenditure. This enables an evaluation of the structure of Ukrainian and Russian family policies in relation to other countries in 2005. Analyses show that Ukraine and Russia differ considerably in terms of family policy, as do other post-communist countries. Ukraine more actively supports traditional family patterns, while Russia leaves greater room for market forces. The policies in Ukraine and Russia are likely to be insufficient when it comes to addressing work-family conflicts and increasing long-term fertility.

c. Ongoing research

None reported.