

Russian Federation¹

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NB. The Russian Federation is a federal state, comprising 85 regions.

For comparisons with other countries in this review on leave provision and early childhood education and care services, please see the cross-country tables at the front of the review (also available individually on the Leave Network website). To contact authors of country notes, see the members page on the Leave Network 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)

- One hundred and forty (140) calendar days, including 70 calendar days before and 70 calendar days after childbirth.

Payment and funding

- One hundred (100) per cent of average earnings, calculated on basis of employment during the 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 mother's actual number of worked days and the length of the leave. For women applying for leave in 2018 the ceiling for social insurance contributions in 2016 was RUB718,000 [€9,696.93]³ slightly lower than the one in 2017 RUB755,000 [€10,196.63]. From 1 January 2018, the ceiling is RUB815,000 [€11,006.96]. Hence, the ceiling for the benefit will be RUB282,493 [€3,815.20], where 730 is the maximum standard number of working days over two years and 140 days is the length of the leave. It corresponds to the RUB61,341 [€828.44] per month. If the woman worked less than 730 days before taking her leave, the calculation includes only the actual number of days she has worked.

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² In 2013 women had a choice as to how they could calculate their benefits; either based on one year of income or based on two years of income. From 2014, all benefits are calculated on the basis of their income for the two years prior to taking Maternity leave.

³ Conversion of currency undertaken on 13 June 2018, using: <http://finance.yahoo.com/currency-converter>

- From 1 January 2018 to 30 April 2018, the minimum amount of maternity benefit cannot be lower than RUB43,675 [€589.85] where RUB9,489 [€128.15] is a level of minimum wage per month from 1 January 2018.
- From 1 May 2018, the minimum amount of maternity benefit cannot be lower than RUB51,380 [€693.91], where RUB11,163 [€150.76] is a new level of minimum wage per month from 1 May 2018.
- Funded by the National Social Insurance Fund, which is largely financed from employers' contributions, supplemented by transfers from the federal budget⁴.
- From February 2018, unemployed women who have lost their jobs due to the closure of their workplace in the preceding 12 months, and who are registered at the unemployment office, can receive Maternity leave benefits at the level of RUB628.47 [€8.49] per month (this used to be RUB613.14 [€8.28] in 2017). However, they cannot receive unemployment benefits at the same time as receiving maternity benefits. As a comparison, in 2018 the amount of unemployment benefits established at the federal level, varies from a minimum of RUB850 [€11.48] to a maximum of RUB4,900 [€66.18] per month⁵; this is financed and administered by regional authorities.
- Full-time students receive the benefit included in their amount of student benefit (funded by the Federal budget). For the 2017/2018 academic year, a minimum amount of student benefit is RUB539 [€7.28] per month, for students of primary and secondary vocational institutions, and RUB1,484 [€20.04] for university students. Not all students receive the same payment; the conditions and the size of the benefit are regulated by each educational institution.

Flexibility in use

- None.

Regional or local variations in leave policy

- There are no official statistics about regional variations in practice.
- Regional authorities can however introduce additional payments during the period of Maternity leave. For instance, the Moscow government increases benefits for officially registered unemployed mothers discharged from work during business closure, during the 12 months before they registered at the unemployment office.
- According to the legislation, Maternity leave is paid by employers; however, in 2016-2017 in thirty-three regions of the Russian Federation⁶ Maternity leave was paid by regional / local Social Insurance Fund offices.

⁴ The national social insurance fund has a separate budget, which is separate from the federal budget. Employers pay particular social insurance contributions from their payroll to this fund. However, in some cases the federal budget can co-finance maternity leaves; e.g.: for students, unemployed women, etc.

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

⁶ From July 2011 – Karachayevo-Circassian Republic, Nizhny Novgorod Region; from July 2012 – Astrakhan, Novgorod, Kurgan, Novosibirsk, Tambov Regions, Khabarovsk Territory; from January 2015 – Republic of Crimea and Sevastopol, from July 2015 - Republic of Tatarstan, Belgorod, Rostov, Samara Regions, from July 2016 - Republic of Mordovia, Bryansk, Kaliningrad, Kaluga, Lipetsk, Ulyanovsk Regions, from July 2017 – Republic of Adygea, Altai Republic, Republic of Buryatia, Republic of Kalmykia, Altai Territory, Primorye Territory, Amur, Vologda, Magadan, Omsk, Oryol, Tomsk Regions, Jewish Autonomous Region.

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

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

- 40 per cent of average earnings during the two years preceding birth, paid until a child is 18 months, with a minimum payment of RUB3,065.69 [€41.40] per month for the first child from February 2017 to January 2018, and RUB3,142.33 [€42.44] per month from February 2018, and of RUB6,131.37 [€82.81] per month for the second child and any other subsequent children from February 2017 to January 2018, and RUB6,284.65 [€84.88] from February 2018. 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 2018 earnings in 2016-2017 are taken into account; including ceilings of RUB718,000 [€9,696.93] in 2016 and of RUB755,000 [€10,196.63] in 2017), 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 RUB24,536.57 [€331.38]⁷ per month in 2018.
- For employed parents with children between 18 and 36 months, a payment of RUB50 [€0.68] per month is also provided. Women who became unemployed

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. the Far North or Far East regions).

while on Parental leave because their employer closed the business and those who 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. The maximum payment for unemployed mothers 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 as well as full-time students (mothers or fathers) is limited at the level of RUB12,262.76 [€165.61] (from February 2017 to January 2018) or RUB12,569.33 [€169.75] (from February 2018) per month.
- Other unemployed or inactive parents are provided with the minimum payment (i.e. RUB3,065.69 [€41.40] per month for the first child from February 2017 to January 2018 and RUB3,142.33 [€42.44] per month from February 2018, and of RUB6,131.37 [€82.81] per month for the second and subsequent children from February 2017 to January 2018 and RUB6,284.65 [€84.88] from February 2018).
- 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, since they are social benefits. However, women get minimum pension rights during this period (on a minimum wage basis).
- 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.

Regional or local variations in leave policy

- There are no official statistics about regional variations in practice.
- The 85 regional governments can increase the federal level of Parental leave benefits within the minimum and maximum levels set by the central government, which in 2017 were RUB3,065.69 [€41.40] per month and RUB23,120.66 [€312.26] respectively (and from February 2018 are RUB3,142.33 [€42.44] and RUB24,536.57 [€331.38]) 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 (three or more) children, poor families. Furthermore, regional governments are encouraged to introduce additional payments for care of a child between 18 and 36 months.

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 paid 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 years (or under the age of 18 in case of children with disability or HIV, or severely sick children), 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 or 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 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 2018, earnings in 2016-2017 are taken into account, including ceilings of RUB718,000 [€9,696.93] in 2016 and of RUB755,000 [€10,196.63] in 2017).

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 areas 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 out by employers.

Vocational training / re-training

- Special programs aimed at vocational guidance, training/re-training of women on leave with children under three years old, are established at regional level. In 2014, 16.300 women on leave with a child under three years old received vocational training and 16.700 women received vocational guidance from local employment offices (in 2013, there were 13.300 women and 13.200 women, correspondingly). There is no data on the number of women in vocational training/re-training for subsequent years.

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 are unpaid, and most of the first 18 months are paid at a relatively low rate; only the first ten weeks after birth are paid at a relatively high rate. Officially, there is an entitlement to ECEC from two months of age, which means there is no *de jure* gap between the end of the well-paid leave and an ECEC entitlement. The government officially supports the development of formal childcare for children from three to seven years old; however, there are no statistics on formal childcare use or on waiting lists for children under one year old. At the regional level, additional restrictions can be introduced on the child's 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 levels increased slightly in 2012/2013, at 17.8 per cent, 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'). According to the TransMonEE Database, in 2013/2014, the enrolment ratio for children from birth up to two years of age declined again and became 17.1 per cent, and in 2014/2015 increased again up to 18.0 per cent (this is almost two times smaller than the average enrolment for OECD in 2014). There is no information available for subsequent years.

3. Changes in policy since April 2017 (including proposals currently under discussion)

From 2018 minimum and maximum amounts of Maternity and Parental benefits were increased. Besides, from January 1, 2018 a new targeted child allowance is set for families with parental salaries below 150 per cent of regional subsistence minimum, whose child is born from January 2018. The allowance is paid from childbirth until a

child is 18-months-old at the level of RUB10,500 [€141.18] per month in 2018, RUB10,800 [€145.86] in 2019, and RUB11,100 [€149.91] in 2020.

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

No 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. According to Rosstat data, in 2014, the number of insured people on paid Parental leave to care for a child under 18 months was 2,466,921; the number of uninsured people receiving benefit for caring for a child under 18 months was 1,600,482.

5. Research and publications on leave and other employment-related policies since April 2017

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 an increase in the ageing population and the implementation of the current population policy of the Russian government, which was launched in 2007. Recently, more studies have appeared which draw on the relationship between female employment, fertility and family policy measures (including childcare use); these studies use data from the Russian Longitudinal Monitoring Survey (RLMS), the Generations and Gender Survey (GGS) or the European Social Survey (ESS).

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

b. Selected recent publications

Bezrukova, O. N. and Samoilova, V. A. (2017). Paternity leave in Russia: a dream or reality? *Sociological Studies*, Vol.7, No.7: 116-125.

The paper provides an analysis of the opinions of mothers and fathers about fathers' taking a Paternity leave from work, based on the study of the parents' interests, values and capabilities. The survey showed that 42 per cent of parents support Paternity leave, with the group of supporters being dominated by fathers (49.5 per cent) and the opponents being mostly mothers (61.1 per cent). Choosing whether to

take Paternity leave depends on the extent of men's involvement in fatherhood, the quality of couple relationships, trust, efficiency and flexibility of distribution of family responsibilities, the family's social capital profile, youthfulness, openness to new experience, and commitment to the idea of equal parental responsibility for the children. Some of the external factors include the flexibility of work arrangements and stability of the parents' employment, the sufficiency of the family budget, family-friendliness of the employer, and social support of families with children. The paper discusses the advantages of Paternity leave for families and social welfare in general.

Zakharov, S. (2018) 'Family Policy', in: I. Studin (ed.) *Russia: Strategy, policy and administration*, London: Palgrave Macmillan, pp.319-330. Available at: https://link.springer.com/chapter/10.1057%2F978-1-137-56671-3_28

Family policy in contemporary Russia has inherited many of the policy objectives and instruments of the former Soviet Union, while also preserving certain archaic aspects of pre-Soviet Russian family policy. Indeed, because Russian family policy has historically been contradictory in both its ideological underpinnings and its demographic and social consequences - often mythologizing past social and demographic realities - post-Soviet family policy in Russia has no clearly defined ideology and is woven together from poorly structured and disjointed elements.

c. Ongoing research

None reported.