

**CITY OF EL PASO, TEXAS
AGENDA ITEM
AGENDA SUMMARY FORM**

DEPARTMENT: MAYOR AND COUNCIL

AGENDA DATE: January 8, 2019

CONTACT PERSON NAME AND PHONE NUMBER: REP ALEXSANDRA ANNELLO, 212-0002, REP CASSANDRA HERNANDEZ, 212-0003

DISTRICT(S) AFFECTED: ALL

STRATEGIC GOAL: (8) Nurture and Promote a Healthy, Sustainable Community

SUBJECT:

APPROVE a resolution / ordinance / lease to do what? **OR AUTHORIZE** the City Manager to do what? **Be descriptive of what we want Council to approve. Include \$ amount if applicable.**

Discussion and action to direct the City Manager and City Attorney to develop a resolution implementing Paid Parental leave for all eligible full-time employees in El Paso, Texas.

BACKGROUND / DISCUSSION:

Discussion of the what, why, where, when, and how to enable Council to have reasonably complete description of the contemplated action. This should include attachment of bid tabulation, or ordinance or resolution if appropriate. What are the benefits to the City of this action? What are the citizen concerns? Consideration to provide six weeks of paid parental leave intended to give new parents additional flexibility and time to bond with their new child, adjust to their new family situation and balance their professional obligations.

PRIOR COUNCIL ACTION:

Has the Council previously considered this item or a closely related one? **N/A**

AMOUNT AND SOURCE OF FUNDING:

How will this item be funded? Has the item been budgeted? If so, identify funding source by account numbers and description of account. Does it require a budget transfer? **TBD**

*****REQUIRED AUTHORIZATION*****

PARENTAL LEAVE

I. DEFINITIONS

Paid parental leave is available to mothers and fathers for the birth of the employee's child or the placement of a child with the employee for adoption or foster care without regard to the marital status or sexual orientation of the parenting individual.

II. ELIGIBILITY

Employees are eligible to take parental leave if they have been employed by the City for at least twelve (12) months and have worked at least 1,250 hours for the City in the twelve (12) months preceding the leave requested.

III. LEAVE PROVISIONS

The paid parental leave benefit:

- a. 30 working days for a maximum of 240 hours (six weeks) for employees who are pregnant with a child.
- b. 15 working days for a maximum of 120 hours (three weeks) for all other employees who qualify for parental leave.

Parental leave must be taken within the FMLA period associated with the date of the birth or placement of a child for adoption or foster care. Parental leave runs concurrently with FMLA. Employees must take parental leave consecutively.



The policies summarized in this document are listed in a series of charts based on enactment date
 (November 2016 – February 2017, August – October 2016, January – July 2016, May – December 2015, January – April 2015, 2014 and Older).

Paid Family/Parental Leave Policies for Municipal Employees (Not Exhaustive)¹: November 2016 – February 2017
Updated February 2017

Location (effective date)	Wake County, N.C. (2016)	Clarkston, Ga. (2016)	Wellington, Fla. (2016)	Missoula, Mont. (2016)	Lake Jackson, Texas (2016)	Salt Lake City, Utah (2017)	Cary, N.C. (2017)	Tampa, Fla. (2017)
Purpose	Birth, adoption, foster, <i>in loco parentis</i> or guardianship placement	Birth, adoption, foster placement, pregnancy, childbirth recovery	Birth, adoption, foster placement	Pregnancy, childbirth	Birth, adoption, foster placement	Birth, adoption, foster placement	Birth, adoption, foster or guardianship placement	Birth, adoption, foster placement
Covered Workers	Employees who have worked for the county for at least 12 months and qualify for FMLA leave; parents, legal guardians, individuals who permanently assume and discharge parental responsibilities (<i>in loco parentis</i>)	Employees who have worked for the city for at least six consecutive months preceding the leave; biological, adoptive, and foster parents, legal guardians, domestic partners, spouses	Employees who have worked for the village for at least 12 consecutive months and have worked at least 1,250 hours during the 12 months preceding the leave; parents	Full- and part-time employees who have worked for the city for at least 90 days; individuals with physical limitations imposed by pregnancy or childbirth	Employees who have worked for the city for at least 12 months and have worked at least 1,250 hours for the city in the twelve months preceding the leave; parents without regard to the marital status or sexual orientation of the parenting individual	All full-time employees	Regular employees who have worked for the city for at least 12 months and are eligible for FMLA leave	Employees who are assigned at least 40 of hours of work per week and who have worked for the city for at least one continuous year

¹ The policies summarized in this chart are those that have been reported or that the National Partnership is aware of as of December 2016. Some of the information contained herein is from secondary sources.



Location	Wake County, N.C. (2016)	Clarkston, Ga. (2016)	Wellington, Fla. (2016)	Missoula, Mont.	Lake Jackson, Texas	Salt Lake City, Utah	Cary, N.C.	Tampa, Fla.
Max. Leave Duration for Mothers	Six weeks	Eight weeks	Six consecutive weeks	Six continuous weeks	Employees who are pregnant with a child: Six consecutive weeks (240 hours)	Six weeks	Six weeks	Primary caregivers: Eight consecutive weeks Secondary caregivers: Two consecutive weeks
Max. Leave Duration for Fathers/ Partners	Six weeks	Eight weeks	Six consecutive weeks	None.	All other employees who qualify for parental leave: Three consecutive weeks (120 hours)	Six weeks	Six weeks	Primary caregivers: Eight consecutive weeks Secondary caregivers: Two consecutive weeks
Max. Leave Duration for Adoptive Parents/ Other Types of Caregiving	Adoption, foster, in loco parentis or guardianship placement: Six weeks Medical complications or cesarean delivery: Eight weeks	Adoption, foster placement, pregnancy or childbirth recovery: Eight weeks	Adoption or foster placement: Six consecutive weeks	Physical limitations imposed by pregnancy: Six continuous weeks	All other employees who qualify for parental leave: Three consecutive weeks (120 hours)	Adoption or foster placement: Six weeks	Adoption, foster or guardianship placement: Six weeks	Primary caregivers: Eight consecutive weeks Secondary caregivers: Two consecutive weeks



Location	Wake County, N.C. (2016)	Clarkston, Ga. (2016)	Wellington, Fla. (2016)	Missoula, Mont.	Lake Jackson, Texas	Salt Lake City, Utah	Cary, N.C.	Tampa, Fla.
Amount of Benefit/ Percentage of Pay	Not specified	67 percent of then-prevailing salary	100 percent of base wages	Current hourly rate of pay; part-time employees' pay is prorated based on average weekly hours worked during six weeks before leave	Regular pay	100 percent of regular salary	Regular salary	100 percent of pay
Mechanism for Payment	Funded by the city	Funded by the city	Funding not specified	Funded by the city	Funded by the city	Funded by the city	Funded by the city	Funded by the city



Location	Wake County, N.C. (2016)	Clarkston, Ga. (2016)	Wellington, Fla. (2016)	Missoula, Mont.	Lake Jackson, Texas	Salt Lake City, Utah	Cary, N.C.	Tampa, Fla.
<p>Interaction with Other Forms of Leave</p>	<p>Will run concurrently with FMLA leave; annual leave and sick leave continue to accrue during the period of paid parental leave; employees who have elected Short Term Disability (STD) may choose to use STD first before receiving paid parental leave</p> <p>Employees who are not eligible for FMLA leave may be approved for a leave of absence to use other paid leave or leave without pay</p>	<p>Will run concurrently with FMLA leave; annual leave and sick leave continue to accrue during the period of paid parental leave, but will only be credited upon return from paid parental leave</p>	<p>Will run concurrently with FMLA leave; Short Term Disability (STD) must be used (as applicable) concurrently with paid parental leave, and paid parental leave will offset any pay not covered by STD</p>	<p>Will run concurrently with FMLA leave; sick and vacation leave continue to accrue during period of pregnancy-related medical leave (PRML); if a holiday occurs during paid parental leave, the employee receives holiday pay in lieu of PRML pay, but a holiday does not extend the duration of PRML</p>	<p>Will run concurrently with FMLA leave</p>	<p>Will run concurrently with FMLA leave; Short Term Disability (STD) must be used (as applicable) concurrently with paid parental leave; other forms of leave continue to accrue during the period of paid parental leave</p>	<p>Not required to run concurrently with FMLA leave; other forms of leave continue to accrue during the period of paid parental leave</p>	<p>Will run concurrently with FMLA leave; sick and annual leave continue to accrue during the period of paid parental leave; if a holiday occurs during paid parental leave, the employee receives holiday pay</p>



Paid Family/Parental Leave Policies for Municipal Employees (*Not Exhaustive*)¹: August – October 2016
Updated November 2016

Location (effective date)	Newburgh Heights, Ohio (2016)	Doral, Fla. (2016)	Greensboro, N.C. (2016)	San Antonio, Texas (2016)	Durham County, N.C. (2016)	West Palm Beach, Fla. (2016)	Summit County, Ohio (2016)	Miami Beach and Miami-Dade County, Fla. (2016)
Purpose	Birth, adoption	Birth, adoption, foster placement	Birth; adoption, foster, <i>in loco parentis</i> or guardianship placement, or care of adult child incapable of self-care due to physical or mental disability	Birth, adoption, foster placement	Birth, adoption, foster or <i>in loco parentis</i> placement	Birth, adoption, foster placement	Birth, adoption	Birth, adoption, foster placement
Covered Workers	Full-time employees who have been employed by the village for at least one continuous year and are not elected officials; biological or adoptive parents, same-sex domestic partners	Full-time regular employees not covered by a collective bargaining agreement; been employed by the city for at least 12 months; have worked at least 1,250 hours during the 12 months preceding the leave; parents	Benefit-eligible full- and part-time employees who have worked for the city for at least 12 months; parents (including biological parents, legal custodians, persons acting as a child's guardian regardless of legal status, aunts, uncles and grandparents); and spouses of any of the foregoing	Full-time civilian employees are eligible upon hire; does not apply to uniformed employees covered by a collective bargaining agreement or trainees attending the police or fire academies; birthing and non-birthing parents	County employees who accrue and use sick leave covered by the Personnel Ordinance and those pursuant to a Memorandum of Understanding; biological, adoptive, step-, and foster parents, and those standing <i>in loco parentis</i> to a child	Full-time employees who have worked for the city at least 12 months and worked at least 1,250 hours during the 12 months preceding the leave; parents	Employees who have worked for the county for at least 12 months and have worked at least 1,250 hours during the 12 months preceding the leave; biological and adoptive parents that reside in the same residence as the child	Employees who have worked for the city for at least one year (Miami-Dade County) or one continuous year (Miami Beach); parents regardless of gender, same-sex couples Miami Beach: Implementation for employees covered by collective bargaining agreements is contingent upon

¹ The policies summarized in this chart are those that have been reported or that the National Partnership is aware of as of October 2016. Some of the information contained herein is from secondary sources.

								<p>collective bargaining and union approval to the extent that union approval is necessary;</p> <p>Miami-Dade County: Includes employees covered by collective bargaining agreements whose agreement explicitly provide for this benefit</p>
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Location	Newburgh Heights, Ohio	Doral, Fla.	Greensboro, N.C.	San Antonio, Texas	Durham County, N.C.	West Palm Beach, Fla.	Summit County, Ohio	Miami Beach and Miami-Dade County, Fla. (2016)
Max. Leave Duration for Mothers	Six months	Four weeks	Six consecutive weeks	Six consecutive weeks	12 weeks	Six weeks	Six consecutive weeks	Six weeks
Max. Leave Duration for Fathers/ Partners	Six months	Four weeks	Six consecutive weeks	Six consecutive weeks	12 weeks	Six weeks	Six consecutive weeks	Six weeks
Max. Leave Duration for Adoptive Parents/ Other Types of Caregiving	Adoption: Six months	Adoption or foster placement: Four weeks	Adoption, foster, in loco parentis or guardianship placement, or care of adult child incapable of self-care: Six consecutive weeks	Adoption and foster placement : Six consecutive weeks	Adoption, foster or in loco parentis placement: 12 weeks	Adoption or foster placement: Six weeks	Adoption: Six weeks Stillbirth or death during third trimester of pregnancy: Three weeks	Adoption, foster placement, stillbirth, or (Miami-Dade County only) surrogacy: Six weeks



Location	Newburgh Heights, Ohio	Doral, Fla.	Greensboro, N.C.	San Antonio, Texas	Durham County, N.C.	West Palm Beach, Fla.	Summit County, Ohio	Miami Beach and Miami-Dade County, Fla. (2016)
Amount of Benefit/ Percentage of Pay	100 percent of straight-time, regular pay	100 percent of straight-time, regular pay	Full salary	100 percent of compensation	Full pay	Base hourly rate of pay	100 percent of straight-time, regular pay	100 percent of base wages for first two weeks, 75 percent of base wages for following two weeks, 50 percent of base wages for remaining two weeks; employee may use accrued leave to receive compensation up to 100 percent during weeks reimbursed at rates of 75 percent and 50 percent
Mechanism for Payment	Funded by the village	Funded by the city	Funded by the city	Funded by the city	Funded by the county	Funded by the city	Funding not specified	Funded by the city



Location	Newburgh Heights, Ohio	Doral, Fla.	Greensboro, N.C.	San Antonio, Texas	Durham County, N.C.	West Palm Beach, Fla.	Summit County, Ohio	Miami Beach and Miami-Dade County, Fla. (2016)
Interaction with Other Forms of Leave	Will run concurrently with FMLA leave if employee is eligible; if an official holiday occurs during paid parental leave, the employee receives holiday pay in lieu of a paid parental leave day	Will run concurrently with FMLA leave; after paid parental leave or other short-term disability leave for employees giving birth is exhausted, the balance of FMLA leave (if applicable) will be compensated through the employee's accrued sick, vacation or personal time; once accrued leave is exhausted, any remaining leave will be unpaid; if a city holiday occurs during the period of paid parental leave, such day will be charged to holiday pay but will not extend the total paid parental leave entitlement; if the city offers administrative	Will run concurrently with FMLA leave; employee may exhaust all available Planned Leave Without Pay, Fair Labor Standards Act compensatory time, holiday leave, other compensatory time, annual leave or sick leave after Paid Parental Leave has been exhausted; annual leave and sick leave continue to accrue during the period of paid parental leave	Will run concurrently with FMLA leave; annual and personal leave continue to accrue; the employee receives holiday pay where eligible	Will not run concurrently with FMLA leave; other forms of leave continue to accrue during the period of paid parental leave	Will run concurrently with FMLA leave	Will run concurrently with FMLA leave; if a holiday occurs during paid parental leave, the employee receives holiday pay in lieu of a paid parental leave day, but a holiday does not extend the duration of paid parental leave; all other forms of paid leave continue to accrue during the period of paid parental leave	Will run concurrently with FMLA leave and any other unpaid leave offered by the city for childbirth or adoption



Location	Newburgh Heights, Ohio	Doral, Fla.	Greensboro, N.C.	San Antonio, Texas	Durham County, N.C.	West Palm Beach, Fla.	Summit County, Ohio	Miami Beach and Miami-Dade County, Fla. (2016)
		<p>leave during the period of paid parental leave, that time will be recorded as paid parental leave and the entitlement will not be extended; an employee who takes paid parental leave that does not qualify for FMLA leave will still be afforded the same level of job protection available under the FMLA while on paid parental leave</p>						



Paid Family/Parental Leave Policies for Municipal Employees (*Not Exhaustive*)¹: January – July 2016

Updated November 2016

Location (effective date)	Richfield, Minn. (2016)	Boulder County, Co. (2016)	Cincinnati, Ohio (2016)	King County, Wash. (pilot) (2016)	Portland, Ore. (2016)	Ferndale, Mich. (2016)	Kansas City, Mo. (2016)	Missoula County, Mont. (2016)
Purpose	Birth, adoption	Birth, adoption, foster-to-adopt placement	Birth, adoption	Birth, adoption, foster-to-adopt placement	Birth, adoption, foster placement	Birth, adoption	Birth, adoption	Birth, adoption
Covered Workers	Regular benefit-earning employees who have been employed by the city and are benefit earning for a minimum of one continuous year (12 months); adoptive or biological parents regardless of gender; does not cover foster parents, surrogate mothers or sperm or egg donors	Full-time employees who have successfully completed initial introductory period; parents, including adoptive foster-to-adopt parents and domestic partners ineligible to adopt and listed as a parent on the child's birth certificate	Permanent full-time employees working at least ¾ time ² ; parents	County employees with at least six months of continuous service that are either non-represented or represented by a union that has signed a paid parental leave memorandum of agreement; parents	Regular, probationary, limited duration and temporary city employees in budgeted positions with 180 consecutive calendar days of employment; Bureau Directors and "at will" employees in elected official offices; parents	Permanent full-time employees who work at least 35 hours per week or permanent full-time employees on a leave of absence (incl. but not limited to extended sick leave) who ordinarily work 35+ hours per week; biological parents of a newborn and legal guardians of a newly adopted/placed minor child	Regular and appointed city employees who have been employed by the city for at least 12 months and have worked a minimum of 1,250 hours in the 12 months prior to the leave; parents	Regular or probationary status county employees who have been employed for at least 180 consecutive calendar days; parents and established domestic partners

¹ The policies summarized in this chart are those that have been reported or that the National Partnership is aware of as of November 2016. Some of the information contained herein is from secondary sources.

² The ordinance states that permanent part-time employees are also covered, but the city's personnel policy only mentions coverage for employees working at least ¾ time.



Location	Richfield, Minn.	Boulder County, Co.	Cincinnati, Ohio	King County, Wash.	Portland, Ore.	Ferndale, Mich.	Kansas City, Mo.	Missoula County, Mont.
Max. Leave Duration for Mothers	Ten consecutive working days (80 hours; pro rata hours for part-time employees)	Up to 160 hours (part-time employees will be paid a percentage of the maximum allowed based on time worked)	Six weeks (two weeks during which employee may use paid sick or vacation time, followed by four weeks of paid parental leave)	12 weeks, may be used on a part-time basis	Six weeks	12 weeks (six weeks of city paid parental leave, immediately followed by up to three weeks of employee's own accrued, vacation, sick and/or personal time, to be matched by the city for up to three weeks of additional paid parental leave)	Six weeks with an additional 2 weeks for the birthing mother if medically necessary to recover from a C-section delivery and/or other birth complication	Six continuous weeks (based on average hours worked in six weeks preceding leave for part-time employees)
Max. Leave Duration for Fathers/Partners	Ten consecutive working days (80 hours; pro rata hours for part-time employees)	Up to 160 hours (part-time employees will be paid a percentage of the maximum allowed based on time worked)	Six weeks (two weeks during which employee may use paid sick or vacation time, followed by four weeks of paid parental leave)	12 weeks, may be used on a part-time basis	Six weeks	12 weeks (six weeks of city paid parental leave, immediately followed by up to three weeks of employee's own accrued, vacation, sick and/or personal time, to be matched by the city for up to three weeks of additional paid parental leave)	Six weeks	Six continuous weeks (based on average hours worked in six weeks preceding leave for part-time employees)



Location	Richfield, Minn.	Boulder County, Co.	Cincinnati, Ohio	King County, Wash.	Portland, Ore.	Ferndale, Mich.	Kansas City, Mo.	Missoula County, Mont.
Max. Leave Duration for Adoptive Parents/ Other Types of Caregiving	Adoption: Ten consecutive working days (80 hours; pro rata hours for part-time employees)	Adoption or foster-to-adopt placement: Up to 160 hours (part-time employees will be paid a percentage of the maximum allowed based on time worked)	Adoption: Six weeks (two weeks during which employee may use paid sick or vacation time, followed by four weeks of paid parental leave)	Adoption or foster-to-adopt placement: 12 weeks, may be used on a part-time basis	Adoption or foster placement: Six weeks	Adoption: 12 weeks (six weeks of city paid parental leave, immediately followed by up to three weeks of employee's own accrued, vacation, sick and/or personal time, to be matched by the city for up to three weeks of additional paid parental leave)	Adoption: Six weeks	Adoption: Six continuous weeks (based on average hours worked in six weeks preceding leave for part-time employees)
Amount of Benefit/ Percentage of Pay	100 percent of regular base wage	Regular pay	70 percent of regular rate of pay after unpaid 14-day waiting period, pro-rated for fewer than 40 hours/week	Full base pay	Full salary	Full salary	Full base pay	Full salary



Location	Richfield, Minn.	Boulder County, Co.	Cincinnati, Ohio	King County, Wash.	Portland, Ore.	Ferndale, Mich.	Kansas City, Mo.	Missoula County, Mont.
Mechanism for Payment	Funded by the city	Funded by the county	Funded by the city	Funded from county agencies' budgets	City general fund and non-general fund bureaus	Up to nine weeks – six initial weeks of city paid parental leave and three weeks of city matched parental leave – are funded from the city budget and up to three weeks are paid by the employee through banked time	City general fund	Funded by the county
Interaction with Other Forms of Leave	Holidays count as regularly scheduled work days and are included in the 10 days; must run concurrently with FMLA leave, Minnesota Parental Leave and/or Short Term Disability (STD); other leave continues to accrue during paid parental leave	Must run concurrently with FMLA leave and Short Term Disability for eligible employees; vacation, holiday and medical leave continue to accrue during paid parental leave	Must run concurrently with FMLA leave; during 14-day waiting period, employee may use accumulated paid sick time, and if insufficient, accumulated vacation time and/or up to 80 hours (pro-rated for part-time employees) of future paid sick time; employee may receive full	Must run concurrently with county, state and federal FMLA; employee must reserve one week of accrued vacation and one week of accrued sick leave, and may use any unreserved accrued paid leave in combination with paid leave under this policy to reach 12 weeks, but is not so required	Must run concurrently with FMLA and/or OFLA Leaves or parental leave under a collective bargaining agreement, and must be used during the approved FMLA and/or OFLA parental leave; must also be exhausted prior to use of sick leave, personal holidays,	Must run concurrently with FMLA leave; employee must exhaust banked leave being used for the up to three weeks of employee-paid leave matched by the city	Must run concurrently with family and medical leave under the city's Family and Medical Leave Policy; does not reduce eligibility for other types of paid and unpaid leaves (sick leave, vacation, personal leave, holiday, short-term disability, etc.)	Will count concurrently against family and medical leave for FMLA-eligible employees; employee must exhaust paid parental leave before using other paid or unpaid leave; holidays that occur during leave will be paid as such and not counted as leave



Location	Richfield, Minn.	Boulder County, Co.	Cincinnati, Ohio	King County, Wash.	Portland, Ore.	Ferndale, Mich.	Kansas City, Mo.	Missoula County, Mont.
			pay during parental leave period by supplementing accumulated sick or vacation time		vacation leave, deferred holiday, management leave, compensatory time or unpaid leave during parental leave not covered under this policy			



Paid Family/Parental Leave Policies for Municipal Employees (*Not Exhaustive*)¹: May – December 2015

Updated November 2016

Location (effective date)	Minneapolis, Minn. (2015)	Boston, Mass. (2015)	Atlanta, Ga. (2015)	Dayton, Ohio (2015)	Multnomah County, Ore. (2015)	New York City, N.Y. (2015)	Cambridge, Mass. (2015)
Purpose	Birth, adoption	Birth, adoption, surrogacy, recovery from stillbirth	Birth, adoption, foster placement	Birth, adoption	Birth (including post-pregnancy disability), adoption, foster placement	Birth, adoption, foster placement	Birth, adoption, foster placement, surrogacy, stillbirth
Covered Workers	Regular or seasonal full-time or regular part-time city employees who are eligible to accrue sick leave and have no disciplinary action in the previous two years for tardiness, absenteeism or the misuse of sick leave; parents, domestic partners and spouses	Exempt/non-union city employees with at least one year of service and employees covered by a collective bargaining agreement providing for this benefit; parents, spouses and domestic partners	City employees; primary caregivers, domestic partners and spouses	Permanent full-time or part-time employees who work at least 35 hours per week; biological parents of newborn or legal guardians of newly adopted child residing in same household	Regular, probationary and limited duration county employees with at least 180 days of employment; parents (including biological, adoptive, foster and step parents, legal guardians, and individuals standing in loco parentis), domestic partners and spouses	Managerial and non-managerial city employees not represented by a union (original jurisdiction workers) in active status; parents	Non-union employees in regular, benefitted positions who have worked for the city for at least three continuous months in a regular, non-union position budgeted to work at least 20 hours per week; union employees are covered only if specifically provided for in collective bargaining agreements; parents regardless of gender

¹ The policies summarized in this chart are those that have been reported or that the National Partnership is aware of as of November 2016. Some of the information contained herein is from secondary sources.



Location	Minneapolis, Minn.	Boston, Mass.	Atlanta, Ga.	Dayton, Ohio	Multnomah County, Ore.	New York City, N.Y.	Cambridge, Mass.
Max. Leave Duration for Mothers	<p>120 hours (three weeks) for regular or seasonal full-time employees</p> <p>60 hours for regular part-time employees who work 20 hours per week</p> <p>163.8 hours for sworn fire personnel working a 24-hour shift</p> <p>Prorated leave for eligible employees not described above</p>	Six weeks	Six weeks for primary caregiver; two weeks for non-primary caregiver who is a domestic partner or spouse	Six weeks (two weeks during which employee may use paid sick, personal or vacation time, followed by four weeks of paid parental leave)	240 hours (six weeks) for full-time employees (prorated for part-time employees)	30 work days (prorated for part-time employees)	Eight weeks
Max. Leave Duration for Fathers/ Partners	<p>120 hours (three weeks) for regular or seasonal full-time employees</p> <p>60 hours for regular part-time employees who work 20 hours per week</p> <p>163.8 hours for sworn fire personnel working a 24-hour shift</p>	Six weeks	Six weeks for primary caregiver; two weeks for non-primary caregiver who is a domestic partner or spouse	Six weeks (two weeks during which employee may use paid sick, personal or vacation time, followed by four weeks of paid parental leave)	240 hours (six weeks) for full-time employees (prorated for part-time employees)	30 work days (prorated for part-time employees)	Eight weeks



Location	Minneapolis, Minn.	Boston, Mass.	Atlanta, Ga.	Dayton, Ohio	Multnomah County, Ore.	New York City, N.Y.	Cambridge, Mass.
	Prorated leave for eligible employees not described above						
Max. Leave Duration for Adoptive Parents/ Other Types of Caregiving	<p>Adoption: 120 hours (three weeks) for regular or seasonal full-time employees</p> <p>60 hours for regular part-time employees who work 20 hours per week</p> <p>163.8 hours for sworn fire personnel working a 24-hour shift</p> <p>Prorated leave for eligible employees not described above</p>	All others (adoption, surrogacy, stillbirth): Six weeks	Adoption or foster placement: Six weeks	Adoption: Six weeks (two weeks during which employee may use paid sick, personal or vacation time, followed by four weeks of paid parental leave)	Adoption or foster placement: 240 hours (six weeks) for full-time employees (prorated for part-time employees)	Adoption or foster placement: 30 hours (pro-rated for part-time employees)	Adoption, foster placement, surrogacy, stillbirth: Eight weeks
Amount of Benefit/ Percentage of Pay	Wages and fringe benefits	Full base wages for first two weeks; 75 percent for next two weeks; 50 percent for final two weeks	Full salary	70 percent of regular rate of pay after unpaid 14-day waiting period	Regular pay rate, not including overtime	Full salary	Not specified



Location	Minneapolis, Minn.	Boston, Mass.	Atlanta, Ga.	Dayton, Ohio	Multnomah County, Ore.	New York City, N.Y.	Cambridge, Mass.
Mechanism for Payment	Funded by the city	Funded from the city budget	Funded from the city budget	Funded from the city budget	Funded from the county budget	Funded from the city budget, to be completely offset by capping the accrual of annual leave for certain employees and eliminating a minor scheduled wage increase for managers	Not specified
Interaction with Other Forms of Leave	Must run concurrently with FMLA, Minnesota Pregnancy and Parenting Leave and paid holiday leave; vacation and sick leave continue to accrue while employee is out on paid parental leave	Must run concurrently with leaves under FMLA, Massachusetts Parental Leave Act and the city's unpaid leave due to childbirth or adoption; Can receive full pay for final four weeks of leave by supplementing with vacation and sick time	Must run concurrently with FMLA leave	Unpaid or partially paid parental leave counts toward FMLA entitlement if employee is not working; EE can receive full pay during 14-day waiting period and parental leave by supplementing sick, personal or vacation leave or compensatory time balance; since parental leave is designated as FMLA leave, employees need not exhaust accrued paid leave prior to going on unpaid leave	Must run concurrently with FMLA, Oregon Family Leave Act (OFLA) and/or contractual leaves; must be used during the approved FMLA and/or OFLA parental leave; must be used before other accrued leave (sick leave, vacation, compensatory time, saved holiday, etc.) or an unpaid leave of absence	Must run concurrently with FMLA leave; employee need not use accrued sick or annual leave and will continue to accrue such leave during the period of paid parental leave, but will only be credited with it upon employee's return from paid parental leave	Must run concurrently with leaves under FMLA and Massachusetts Parental Leave Act; Policy provides for up to 24 weeks of leave with first eight weeks paid through paid parental leave policy; In addition, women who have given birth may use up to eight weeks of accumulated sick time immediately following birth; all new parents may use up to four weeks of accumulated sick time to bond with new child; employees can also use accrued vacation,



Location	Minneapolis, Minn.	Boston, Mass.	Atlanta, Ga.	Dayton, Ohio	Multnomah County, Ore.	New York City, N.Y.	Cambridge, Mass.
							personal, compensatory and/or administrative time; service credit, sick leave, vacation leave and personal time continue to accrue during paid portion of leave



Paid Family/Parental Leave Policies for Municipal Employees (*Not Exhaustive*)¹: January – April 2015
Updated February 2017

Location (effective date)	St. Petersburg, Fla. (2015)	St. Paul, Minn. (2015)	St. Louis Park, Minn. (2015)	Hopkinton, N.H. (2015)	Pittsburgh, Penn. (2015)	Allegheny County, Penn. (2015)	Hennepin County, Minn. (2015)	Seattle, Wash. (2015, expanded 2017)
Purpose	Birth, adoption, foster placement	Birth, adoption	Birth, adoption	Birth, adoption	Birth, adoption, foster placement	Birth, adoption, foster placement	Birth, adoption	Birth, adoption, foster placement, care for a family member with a serious health condition
Covered Workers	Full-time city employees; parents	Certified, provisional and appointed city employees who are FMLA-eligible; parents (excludes sperm donors and surrogate mothers)	Regular benefit-earning city employees who worked at least 20 hours/week for one continuous year; parents (excludes sperm or egg donors and surrogate mothers)	Full- and part-time city employees who work at least 20 hours/week, excluding call/per diem and temporary employees; parents, spouses and partners	Non-union full-time city employees who have worked for at least 12 months and 1,250 hours in the previous year; parents	Non-union, permanent and full-time county employees who have worked for at least 12 months and at least 1,250 hours in the previous year; parents without regard to gender, marital status or sexual orientation	County employees, including those covered by collective bargaining agreements; parents, spouses and domestic partners	Full- or part-time city employees who have worked at least six months and temporary workers who: have been in interim and short-term assignments for 1,040 hours, are in term-limited assignments, or have been converted to a regular position; Parental leave: Parents (incl. biological, adoptive, foster and step parents, legal

¹ The policies summarized in this chart are those that have been reported or that the National Partnership is aware of as of April 2016. Some of the information contained herein is from secondary sources.

								guardians and individuals standing in loco parentis) Family care leave: Employees providing care for a parent, spouse/ domestic partner, son or daughter
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Location	St. Petersburg, Fla.	St. Paul, Minn.	St. Louis Park, Minn.	Hopkinton, N.H.	Pittsburgh, Penn.	Allegheny County, Penn.	Hennepin County, Minn.	Seattle, Wash.
Max. Leave Duration for Mothers	Six weeks	Four weeks for birthing mother	21 calendar days	Six weeks	Six weeks	Six weeks	120 hours for full-time employees (prorated for part-time employees)	Parental leave: Twelve weeks, including eight weeks of paid parental leave (prorated for part-time employees), after which the city will supplement the employee's accrued paid vacation and sick leave balances so that total available paid parental, vacation and sick leave is 12 weeks. One week of paid vacation and two weeks of sick leave are set aside.
Max. Leave Duration for Fathers/ Partners	Six weeks	Two weeks	21 calendar days	Two weeks	Six weeks	Six weeks	120 hours for full-time employees (prorated for part-time employees)	Parental leave: Twelve weeks, including eight weeks of paid parental leave (prorated for part-time employees), after which the city will supplement the employee's accrued paid vacation and



Location	St. Petersburg, Fla.	St. Paul, Minn.	St. Louis Park, Minn.	Hopkinton, N.H.	Pittsburgh, Penn.	Allegheny County, Penn.	Hennepin County, Minn.	Seattle, Wash.
								sick leave balances so that total available paid parental, vacation and sick leave is 12 weeks. One week of paid vacation and two weeks of sick leave are set aside.
Max. Leave Duration for Adoptive Parents/ Other Types of Caregiving	Adoption or foster placement: Six weeks	Adoption: Two weeks	Adoption: 21 calendar days	Adoption: Two weeks	Adoption or foster placement: Six weeks	Adoption or foster placement: Six weeks	Adoption: 120 hours for full-time employees (prorated for part-time employees)	Adoption or foster placement: Twelve weeks, including eight weeks of paid parental leave (prorated for part-time employees), after which the city will supplement the employee's accrued paid vacation and sick leave balances so that total available paid parental, vacation and sick leave is 12 weeks. One week of paid vacation and two weeks of sick leave are set aside.



Location	St. Petersburg, Fla.	St. Paul, Minn.	St. Louis Park, Minn.	Hopkinton, N.H.	Pittsburgh, Penn.	Allegheny County, Penn.	Hennepin County, Minn.	Seattle, Wash.
								Family care leave: Four weeks. Employee must reduce paid sick leave to two weeks and paid vacation leave to one week prior to taking paid family care leave.
Amount of Benefit/ Percentage of Pay	Full pay of regular base salary	Full certified normal rate of pay for full-time employees; part-time employees paid according to average hours worked in past 12 months	Full regular base wage	Full base rate of pay for full-time employees; part-time employees paid according to regular weekly work schedule prior to leave	Full base rate at 40 hours/week	Full base rate at 40 hours/week	Full salary	Full straight-time rate of pay
Mechanism for Payment	Funded from the city budget	Funded through the city's general fund, which largely comes from property taxes	Funded by the city	Funded by the city	Funded by the city	Funded from the county budget	Funded by the county	Funded by the city
Interaction with Other Forms of Leave	Must run concurrently with FMLA	Must be taken concurrently with FMLA leave; can extend leave with vacation and sick time	For birthing parents, must run concurrently with short-term disability coverage and FMLA; ER	Must run concurrently with FMLA; vacation, personal time and sick time benefits will continue	Must be taken concurrently with FMLA leave; can extend leave with available benefitted time	Does not need to be taken concurrently with FMLA leave; can extend leave with vacation time	Must be taken concurrently with FMLA leave; can use sick time and short-term disability before	Parental leave: Can be used in addition to available unpaid city family medical leave (may run



Location	St. Petersburg, Fla.	St. Paul, Minn.	St. Louis Park, Minn.	Hopkinton, N.H.	Pittsburgh, Penn.	Allegheny County, Penn.	Hennepin County, Minn.	Seattle, Wash.
			benefit contribution and leave accrual continues during leave	during parental leave			leave and vacation donation program after leave	concurrently for library employees, however) Family care leave: Runs concurrently with employee's family medical leave entitlement



Paid Family/Parental Leave Policies for Municipal Employees (*Not Exhaustive*)¹: 2014 and Older

Updated April 2016

Location (effective date)	San Francisco, Calif. (2003, amended 2015)	Sacramento County, Calif. (2010)	Chicago, Ill. (2011)	Fairfax County, Va. (2012)	Austin, Texas (2013)	Cook County, Ill. (2013)	Philadelphia, Pa. (2014)	Washington, D.C. (2014)	Brooklyn Park, Minn. (2014)
Purpose	Birth, adoption, foster placement; employees unable to work due to pregnancy, childbirth, related condition	Birth, adoption	Birth, adoption, recovery from childbirth	Birth, adoption, foster placement	Birth, adoption, foster placement	Birth and adoption	Birth, adoption, foster placement of children under 18	Birth, adoption, foster placement, guardianship placement, permanent assumption of parental responsibilities for a child, care for family member with serious health condition	Birth, adoption
Covered Workers	City employees who work 20+ hours/week and have completed either six months of continuous service or worked 1,040 hours in the previous year; parents and spouses or domestic partners	Full- and part-time county employees with at least one year of continuous service; parents	Non-union city employees who are FMLA-eligible (have worked for the city for at least 12 months and for 1,250 hours in the previous year); parents and spouses or domestic partners	"Merit" employees (excludes part-time employees who work less than 20 hours/week and other limited-term employees), full time 24-hour shift fire protection employees; parents	FMLA-eligible city employees in regularly budgeted positions (excludes city safety workers, temporary employees and employees covered by a collective bargaining agreement or meet and confer agreement); parents without regard to marital status or sexual orientation	Full-time, non-union county employees who are FMLA-eligible; parents and spouses of domestic/civil union partners	Non- civil service employees and/or non-represented employees with six months of service; parents and life partners	District government employees who are neither temporary nor working an intermittent schedule); parents, spouses, domestic partners and family members	City employees who have worked an average of 20 hours/week for six consecutive months, excluding independent contractors or employees covered by a collective bargaining agreement; parents

¹ The policies summarized in this chart are those that have been reported or that the National Partnership is aware of as of April 2016. Some of the information contained herein is from secondary sources.



Location	San Francisco, Calif.	Sacramento County, Calif.	Chicago, Ill.	Fairfax County, Va.	Austin, Texas	Cook County, Ill.	Philadelphia, Pa.	Washington, D.C.	Brooklyn Park, Minn.
Max. Leave Duration for Mothers	<p>Leave to care for new child: 12 weeks</p> <p>Pregnancy/childbirth/related disability: additional four weeks</p>	160 hours used within four months (prorated for part-time employees)	<p>Six weeks for employee who gives birth via C-section</p> <p>Four weeks for vaginal birth</p>	<p>80 hours for merit employees (prorated for part-time employees)</p> <p>120 hours for full time 24-hour shift fire protection employees</p>	240 hours (prorated based on budgeted workweek)	<p>Six weeks for employee who gives birth via C-section</p> <p>Four weeks for vaginal birth</p>	Four weeks	Eight weeks	Two weeks
Max. Leave Duration for Fathers/Partners	12 weeks	160 hours used within four months (prorated for part-time employees)	Two weeks	<p>80 hours for merit employees (prorated for part-time employees)</p> <p>120 hours for full time 24-hour shift fire protection employees</p>	240 hours (prorated based on budgeted workweek)	Two weeks	Four weeks	Eight weeks	Two weeks
Max. Leave Duration for Adoptive Parents/Other Types of Caregiving	Adoption or foster placement: 12 weeks	Adoption: 160 hours used within four months (prorated for part-time employees)	Adoption: Two weeks	Adoption or foster placement: 80 hours for merit employees (prorated for part-time employees); 120 hours for full time 24-hour shift fire protection employees	Adoption or foster placement: 240 hours (prorated based on budgeted workweek)	Adoption: Two weeks	Adoption or foster placement: Four weeks	All others (adoption, foster, guardianship, medical): Eight weeks	Adoption: Two weeks



Location	San Francisco, Calif.	Sacramento County, Calif.	Chicago, Ill.	Fairfax County, Va.	Austin, Texas	Cook County, Ill.	Philadelphia, Pa.	Washington, D.C.	Brooklyn Park, Minn.
Amount of Benefit/ Percentage of Pay	Supplements state benefits up to full amount of employee's salary	Full salary	Full salary	Full salary	Full salary	Full salary	Full salary	Full salary	Full salary
Mechanism for Payment	Funded from the city budget	Funded from the county budget	Funded from the city budget	Funded from the county budget	Funded from the city budget	Funded from the county budget	Funded by the city	Each agency absorbs the cost	Funded from the city budget
Interaction with Other Forms of Leave	Must be taken concurrently with FMLA leave; employee must first exhaust all accrued paid leave (but may retain 40 hours) or the compensation amount will be reduced by the amount of accrued paid leave the employee chooses to retain, less 40 hours	Must be used before employee takes unpaid leave to care for a new child; counts toward employee's 12-week entitlement to medical leave for a serious health condition and/or family leave to care for a new child (not including pregnancy leave)	Must be taken concurrently with FMLA leave; can extend leave with other earned paid time off	Must be taken concurrently with FMLA leave; however, if FMLA leave has been exhausted, paid parental leave can still be used	Must be taken concurrently with FMLA leave; must exhaust vacation and sick time first	Must run concurrently with FMLA leave; may be combined with other accrued paid vacation, personal and/or sick time to achieve the maximum paid time off	Must be taken concurrently with FMLA leave; can extend leave with other accrued time; birth mothers may also use up to eight weeks of accrued sick time immediately following the birth of a child	Must be taken concurrently with FMLA and D.C. FMLA leave	One week (five consecutive days) is immediately available, and a second week may be taken immediately after the employee has used 12 weeks of FMLA or state parenting leave, which will also require the employee to use accumulated sick leave until 80 hours remain

JANUARY 2012

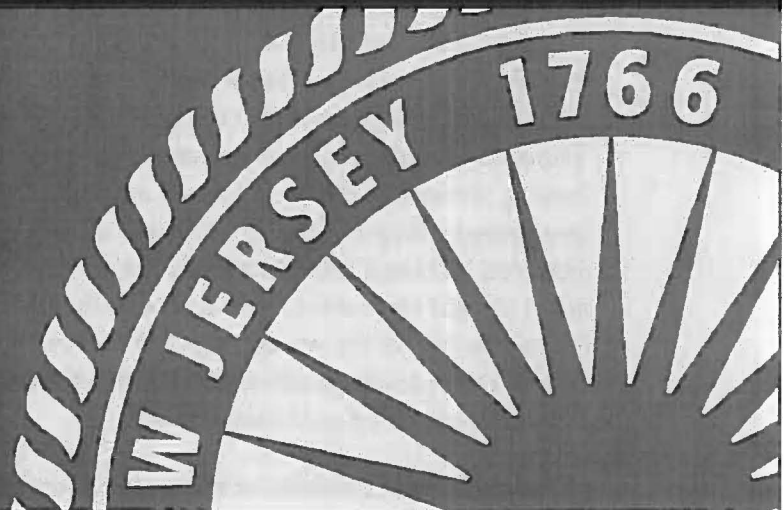
Pay Matters:

The Positive Economic Impacts of Paid Family Leave for Families, Businesses and the Public

A REPORT OF THE CENTER FOR WOMEN AND WORK

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RUTGERS
Center for Women and Work

EXECUTIVE SUMMARY

Changes in the demographic composition of the U.S. workforce mean that more women and men are actively engaging in both paid work and care work. As of 2010, the percentage of children who had both parents (in married-couple families), or their only parent, in the labor force reached 72.3%, an increase of 13 percentage points since the mid-1980s.ⁱ Now, more than ever, U.S. workers – both women and men – need workplace and public policies that will promote healthy careers *and* healthy families. Foremost among these policies is paid family leave.

Despite public conversation and energy around the value of strong families and secure childhoods, the United States has fallen notably behind other industrialized countries in adopting public policies that support workers who need time off to address family needs.ⁱⁱ As of March 2011, a mere 11% of private sector workers and 17% of public sector workers report having access to paid family leave; among those earning in the bottom quarter of wages, those percentages drop to 5% and 14% respectively.ⁱⁱⁱ A recent Census Bureau report concludes that, between 2006 and 2008, 50.8% of women who were employed during pregnancy used some form of paid leave after their child's birth. Not surprisingly, the likelihood of reporting paid leave was higher for women aged 25 and over, for white women, for married women, and for women with a college education. Only a third of working mothers without post-secondary education reported paid leave time.^{iv}

Although the proportions of those able to access unpaid family leave of any length through either public policy or voluntary employer policies are considerably higher,^v many families are unable to afford the immediate and long-term consequences of unpaid time off, regardless of the immediacy and seriousness of the care need.^{vi}

To date, few studies have examined the economic effects of paid family leave as distinct from the effects of unpaid leave or no leave. As such, this is an important emerging area of research. If paid leave policies have the potential to protect women's and men's wages and long-term earnings, and perhaps even to reduce the use of state- and federally-funded public assistance, then any political or economic investment in such policies would be – quite literally – worth the cost.

This new study, commissioned by the National Partnership for Women & Families and conducted by the Center for Women and Work at Rutgers University, with funding from the Rockefeller Foundation, uses data from the National Longitudinal Survey of Youth, 1997 to 2009 Panel, and finds that women who take paid leave after a child's birth report **stronger labor force attachment and positive changes in wages** in the year following a child's birth, when compared to those who do not take any leave. Both women and men report **lower levels of public assistance receipt** in the year following a child's birth, when compared to those who do not take any leave. These analyses control for other factors that differentiate those with access to and use of paid leave from those with either no leave or access only to unpaid leave. These factors include average wages and hours of work, family income relative to the poverty line, education, health status, marital status, age, and race. Key study findings are listed below and described in detail beginning on page 5:

- Women who report taking paid leave are more likely to be working 9 to 12 months after a child's birth than are those who report taking no leave at all ("non-leave takers").
- Paid family leave increases wages for women with children. Women who report leaves of 30 or more days are 54% more likely to report wage increases in the year following the child's birth than are women who take no leave at all.
- Women who return to work after a paid leave have a 39% lower likelihood of receiving public assistance and a 40% lower likelihood of food stamp receipt in the year following the child's birth, when compared to those who return to work and take no leave at all.
- Men who return to work after a paid family leave have a significantly lower likelihood of receiving public assistance and food stamps in the year following the child's birth, when compared to those who return to work and take no family leave at all.
- Given local, state, and national attention to workplace policies that address the integration of work and family life, better national- and state-level data collection on leave-taking is needed. This includes attention to whether leaves are unpaid or paid, as well as to the sources, extent, and duration of any wage replacement.

PATHWAYS TO PAID FAMILY LEAVE¹

Adults in the United States have less access to job-protected family leave than do adults in other industrialized countries, and shorter allowable periods of leave when it is offered at all. Moreover, since leave provided for by public policies is unpaid in all but a handful of states and few employers provide paid family leave to both mothers and fathers, employees tend to take even shorter periods of leave than what they are entitled to, limiting the impact of existing leave policies.^{vii}

In all other high-income nations, workers – both women and increasingly men – have access to job security and wage replacement both before and after a child’s birth. In addition, public policies available in other industrialized nations but not in the United States (e.g., generous paid sick and vacation leave policies) allow parents with more extensive caregiving needs to address these needs before returning to work.^{viii}

U.S. federal law has defined access to *unpaid* family leave as a right for some workers under certain conditions. Since 1993, the Family and Medical Leave Act (FMLA) has required that eligible employees who work for larger employers (those with 50 or more employees) be provided up to 12 weeks of unpaid, job-protected leave annually, “for family and medical reasons.”^{ix}

In the absence of any federal-level policy pertaining to paid family leave, U.S. workers faced with a situation that requires leave from work, such as the birth of a child, often cobble together a number of employer-provided benefits, including sick leave, holidays, vacation, disability insurance, and/or paid and unpaid family leave. However, as noted earlier, many workers, and particularly the most economically vulnerable of U.S. workers, are without these benefits.^x While the United States has no federal-level paid family and medical leave policy, states have adopted policies that replace a portion of the wages that would otherwise have been earned during a family leave. Five states – California, Hawaii, New Jersey, New York, and Rhode Island – have disability insurance programs that allow women to use “short-term” or “temporary” disability insurance, created or required by state law, to cover a portion of lost wages for leave during and immediately after pregnancy. Two of these states – California and New Jersey – have enacted legislation to provide an additional 6 weeks of paid family leave for bonding with a newborn or newly adopted child. Both the California and New Jersey programs are funded through worker payroll taxes and include leave coverage for the care of a seriously ill family member. One additional state, Washington, has passed a paid parental leave law but has, as yet, no funding mechanism in place to permit implementation.²

¹ We use the term “paid family leave” to include leave, with wage replacement, taken by women and men after the birth of a child, which for the birth mother also includes the time needed for recovery.

² See Appendix A for a detailed description of FMLA, California’s Paid Family Leave (PFL) program, and New Jersey’s Family Leave Insurance (FLI) program.

EXISTING RESEARCH ON LEAVE EFFECTS

There is ample evidence linking family leave to desirable infant and maternal health outcomes and, to an increasing extent, to positive economic outcomes as well. In the health arena, studies have documented associations between parental leave and increased infant birth weight, decreased likelihood of premature birth,^{xi} increases in breastfeeding establishment and duration, and increased likelihood of obtaining well-baby care.^{xii} Given the well-established health benefits – for both mothers and babies – of breastfeeding and regular medical care, researchers and policy analysts have worried that the FMLA has not done enough to encourage leave-taking, especially for economically vulnerable families.^{xiii}

Despite strong evidence linking family leave-taking to positive maternal and infant health outcomes, there has been, to date, very little research in the United States that differentiates paid from unpaid family leaves in the examination of health outcomes, and still less attention to uncovering relationships between leave-taking and economic outcomes. In recent years and with the introduction of paid leave policies at the state level, researchers have begun to address such important questions. Boushey (2008) reports that women with paid maternity leaves have post-birth wages that are 9% higher than the wages of other mothers, after controlling for demographic and job-related characteristics.^{xiv}

Eileen Appelbaum and Ruth Milkman (2011) recently published the first comprehensive study of California’s Paid Family Leave (PFL) program, 6 years after implementation. They conclude that, among workers in low-quality jobs,³ use of PFL to care for new children positively affected employees’ perception of their ability to care for their child. Mothers using PFL reported double the median breastfeeding duration of their non-PFL-using peers. Perhaps most important from an economic standpoint for both employees and businesses, the use of PFL increased the probability that workers in low-quality jobs would return to the same employer after their leave.^{xv}

This study seeks to add to the growing body of literature on the economic benefits of paid family leave. It addresses a fundamental worker, business, and government concern: whether paid leave has positive economic impacts on families, businesses, and the public.

³ Appelbaum and Milkman (2011) define “low-quality jobs” as those that either pay \$20 per hour or less, or do not include employer-provided health insurance.

STUDY DESIGN

The study sample includes women and men ages 30 and under who reported a child's birth and at least 20 hours per week of work in the 3-4 months prior to the birth. In addition, they either (1) took a paid⁴ leave and returned to work for an average of 20 hours or more per week by months 9-12 after the birth; or (2) took an unpaid leave and returned to work for an average of 20 hours or more per week by months 9-12 after the birth; or (3) did not take leave and reported working an average of 20 hours or more per week in months 1-4 after the birth.

The age of the sample is limited by the dataset in use. The National Longitudinal Survey of Youth, 1997 to 2009 Panel, began with a nationally representative sample of 9,000 youth ages 12 to 16 as of December 31st, 1996. Study respondents are surveyed annually, with employment data reported for each month. As of the most recent year of data available (2009), study participants were no older than age 30. According to the National Vital Statistics Report, 63.3% of live U.S. births in 2008 were to women age 29 and under. In 2008, the average age at first birth was 25.^{xvi} Thus, using a sample of women age 30 and under addresses approximately two-thirds of births nationally.

All results were drawn from logistic and linear regression analyses using controls for a series of individual-level job characteristics and demographic indicators, including respondents' wages before birth, number of work hours, family income relative to the poverty line, spouse's salary, health status prior to the birth, race, family size, age, education, and marital status. Limitations in the dataset prevent us from controlling for employer attributes, which could potentially lead to selection bias. Depending upon the analysis and sample in question, sample sizes ranged from a low of 420 to a high of 1,174.⁵

⁴ The text of the question used for the analysis is as follows: "Between [last year] and [date end employment], were there any periods of a full week or more during which you took any PAID leave from work with this employer because of a pregnancy or the birth of a child?" This is followed by a question on the duration of the leave.

⁵ See Appendix B for further details on methods and for results tables.

FINDINGS ON PAID LEAVE

Labor Force Attachment

Paid leave is associated with post-birth labor force attachment: Women who take paid family leave are much more likely to be working 9 to 12 months after a child's birth than are those who do not take any leave.

In some ways, this finding seems obvious: we might expect that a woman who takes family leave, whether paid or unpaid, is doing so because she plans to return to work, rather than quit her job. But there is another way of looking at this. Previous research suggests that many women who leave their jobs prior to a birth – perhaps because they lack job-protected or employer-provided leave, or require more leave than what is allowed under the FMLA – have difficulty returning to work once employment ties have been broken.

In a study of mothers in California, Guendelman et al. (2006) find that women who quit jobs during pregnancy are less likely to have had paid leave than are those who continue to work. Those who take leave after their pregnancies work, on average, one month longer than those who quit.^{xvii} A Census report released in 2011 highlights the value accrued to employers when women return to the labor force after pregnancy: 80% of mothers who returned to work within 12 months of their child's birth returned to the same employer, and 69% had no change in pay or hours worked.^{xviii} The costs of replacing this group of employees would have been high, whether measured in terms of the hiring and training of new employees, the retraining of existing employees, or the lost productivity and time associated with all of these efforts.^{xix} According to the American Management Association, the estimated costs of replacing a lost employee range from roughly a quarter of, to as much as five times, the employee's annual salary or wages, with concomitant losses in the form of productivity and employee morale.

When we include in our sample all women who worked at least 20 hours per week prior to a child's birth (without restricting the sample to those who are back at work 9-12 months after the birth), we find that those with a paid leave are 93% more likely to be working at postpartum months 9-12 than are those who did not take any leave. The strength and direction of these findings hold true regardless of the marital status of the women at the time of the birth and with the inclusion of a comprehensive set of job- and worker-related characteristics in the analysis. When we apply the results of this analysis to a hypothetical "average" woman⁶ and determine

⁶ The "average" woman refers to a hypothetical woman who has the average characteristic for all variables in the analysis, with the only difference being whether she reports paid leave or no leave.

her overall likelihood of returning to work at 9-12 months postpartum, we find that her likelihood of returning is 63% if she takes no leave and 76.6% if she takes paid leave.

Thus, paid family leave may strengthen women's workforce attachment and workforce stability by allowing women to retain employment both before and after a birth, particularly employment with the same employer and at the same, or better, wage (see page 6). This benefits the woman, her family, and – by reducing turnover costs – her employer.

Wages

Paid family leave has protective effects on pre- to post-birth wages for women, increasing the likelihood of higher post-birth wages by 54%, relative to women who take no leave at all.

One of the primary concerns about leave-taking and the current state of family leave policy in the United States is the extent to which women (and, we might assume, men) lose out on earnings both during and after a period of unpaid leave. For families that are struggling financially, job protection may not be enough to allow women and men to give up as many as 12 weeks of earnings. Moreover, there is some evidence that women pay a penalty for leave-taking in wages and earnings long after the child's birth.^{xx} A portion of this "motherhood penalty" is likely direct (i.e., lost wages and lost time toward scheduled earnings increases), and another portion is likely indirect (i.e., lost status in the company).

Using nationally representative data, Lundberg and Rose (2000) find that women who maintain employment in the year before and the year after the birth of a child experience no wage declines, while those who report an interruption in employment (i.e., of more than a year) have both wage and hour reductions.^{xxi} While this suggests that earlier returns to work have wage-protective effects, it leaves unanswered the question of whether the specific conditions under which women take leave (i.e., job protected or unprotected, paid or unpaid) matter for both the timing and the wage status of their return.

As noted above, access to and use of paid family leave has been positively associated with labor force attachment, measured both as the length of time women remain at work during pregnancy and the likelihood of quitting a job during pregnancy. Moreover, our findings suggest that, regardless of the duration of the leave, women who take paid leave are more likely to be working in months 9 to 12 following a birth than are women who take no leave. If the timing of a return to work is associated with the degree to which an individual returns at the same or higher wage, we would expect paid leave to have protective effects on wages (i.e., wages that either remain the same or follow the pattern of increase that would have been in place without the leave).

After accounting for differences in family income, education, and other job- and worker-related characteristics,⁷ our findings indeed suggest that paid family leave has protective effects on women's wages. Women who report paid family leaves of 30 or more days are 54% more likely to report wage increases in the year following the child's birth than are women who take no family leave. With sharp and sustained declines in employment, particularly for men, and with women increasingly taking on the role of primary breadwinner or co-breadwinner, wage retention and growth for women is as critical an issue now as it ever has been.^{xvii}

Public Assistance and Food Stamp Use

Paid leave has implications for governments and taxpayers. Women and men who take paid family leave report a lower likelihood of both general public assistance and food stamp receipt in the year following a child's birth, when compared to those who return to work but take no family leave.

As noted, the vast majority of paid maternity and family leaves are provided through private employer plans, including accrued vacation or sick time; through employer or state disability insurance programs; or, in the case of two states, through paid family leave insurance programs. To date, no public funding has gone into providing wage replacement for family leave or to incentivizing employers or states to develop their own leave programs.

By contrast, too often, the financial consequences of having parents quit jobs or take unpaid family leaves are paid out in public dollars, most directly in the form of "welfare" or public assistance. According to a 2000 survey of family leave-taking, almost one-tenth of workers using unpaid FMLA leave after the birth of a child used public assistance during their leave.^{xviii}

Our study finds that, with controls for demographic and job-related characteristics, as well as for pre-birth levels of public assistance receipt, women who take paid leave are 39% less likely than those who take no leave to report public assistance receipt⁸ in the year following the child's birth. Moreover, women who take paid leave report \$413 less in public assistance on average in the year following the child's birth, than women who take no leave. For the average mother in the sample, the likelihood of receiving public assistance in the year following the child's birth is 17% if she does not take any leave and only 11% if she does. Those whose paid leaves are 30 days or more are 43% less likely than non-leave takers to have higher public assistance income in the year following the child's birth than they had in the year prior to the child's birth.

⁷ We compared these results to those achieved in models that control for the degree of wage change recorded in the year prior to the birth, to account for differences in pay scale and trajectory between employers. The effects of paid leave in these models remained large, positive, and statistically significant.

⁸ This variable includes multiple forms of public assistance: cash assistance, food stamp income, and "other welfare."

In short, not only is paid leave associated with fewer dollars in welfare spending, it also reduces the chance that a family receiving welfare will increase its dependence on public funding following a child's birth.

When we look only at food stamp income for women,⁹ paid leaves reduce the likelihood of receipt by 40% relative to non-leave taking in the year following a child's birth. Moreover, among those who do receive food stamp income prior to the birth, paid leaves are linked to a 60% lower likelihood of increased levels of receipt after birth.

It is important to note that the relationships reported above become even stronger when we look only at women who were not married at the time of the child's birth or at women in low-income households;¹⁰ these are arguably among the most economically vulnerable individuals in the sample.

Similar to our findings for women, men who report paid family leaves have a significantly lower likelihood of receiving income from public assistance, lower average amounts of welfare income, and a lower likelihood of receiving food stamp income, relative to men who report not taking leave.

While we cannot rule out the possibility that our findings may be based on differences in the quality of the job or in some other characteristic separating those who take paid leave from those who take no leave, they do persist even with controls for factors both theoretically and statistically linked to job quality, including wage and salary, wage trajectories prior to a child's birth, family income, age, education, and health.

Gaps in the Data

Better national- and state-level data collection on leave taking can help shape workplace and public policies that address the integration of work and family life.

In addition to Washington state, where implementation of a paid parental leave program awaits a funding plan, 9 states have recently considered paid family leave programs. They are Arizona, Illinois, Maine, Massachusetts, Missouri, New Hampshire, New York, Oregon, and Pennsylvania.^{xxiv}

With growing national attention to policies that address employees' needs for flexibility and employers' and governments' needs for efficiency and cost savings, policy-makers and analysts

⁹ What was formerly known as the *Food Stamp Program* is now called the *Supplemental Nutrition Assistance Program* (SNAP).

¹⁰ Household income measured at 150% of the poverty level or less.

need improved data collection on existing workplace policies and practices. Such information would provide the data needed to assess both short- and long-term impacts of such practices on families, businesses, and the public. Data collection should come both in the form of employer and employee surveys and interviews, as well as in the form of questions added to large-scale, nationally representative surveys, such as the Early Childhood Longitudinal Survey (ECLS), the Panel Study of Income Dynamics (PSID), and the full set of National Longitudinal Surveys (NLS). Particular attention should be paid to the following components:

- differentiation of paid from unpaid leave time,
- duration of paid leave time and of unpaid leave time,
- source of wage replacement for paid leave time, allowing for multiple sources,
- extent of wage replacement for paid leave time, again allowing for multiple sources,
- employer size and type,
- satisfaction with the duration of leave, and
- reasons for selecting leave duration.

CONCLUSION AND RECOMMENDATIONS

Changing workforce demographics, the work-family needs of a new generation of workers, and national and international trends toward workplace flexibility together create a powerful case for a careful examination of the United States' family leave policies. Controlling for factors that differentiate those who use paid leave from those who take no leave or use only unpaid leave, our study finds that women who take paid leave after a child's birth are more likely than those who do not take leave to report positive changes in wage, lower levels of welfare use, and stronger labor force attachment in the year following a child's birth.

In light of these findings and broad demographic trends, we recommend the following:

1. Expand national job-protected family leave policies to
 - a. include wage replacement, and
 - b. broaden the pool of eligible workers.
2. Document potential cost savings for employers and employees and employee and family impacts of paid family leave through improved and expanded data collection.
3. Provide outreach and education to both employers and employees about
 - a. the health and income security benefits of paid family leave, and
 - b. existing leave policies, including the FMLA nationally, the PFL program in California, and the FLI program in New Jersey.

4. Enlist employers in efforts to improve job retention and competitiveness in hiring through the adoption of paid family leave policies.

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APPENDIX A

The Family and Medical Leave Act (FMLA)

Under the FMLA, qualifying employees are eligible for 12 weeks of unpaid, job-protected leave annually, “for the birth and care of the newborn child of an employee; for placement with the employee of a child for adoption or foster care; to care for an immediate family member (spouse, child, or parent) with a serious health condition; or to take medical leave when the employee is unable to work because of a serious health condition.”^{xxv} In 2008, amendments to the FMLA authorized leaves of up to 26 weeks for family members caring for an injured service member and up to 12 weeks for military family members addressing “qualifying exigency” needs arising from the deployment of a service member.

FMLA applies only to certain categories of employees, specifically public and private sector employees who have worked for the same employer for at least 1,250 hours over a minimum of 12 months, in a company of 50 or more employees. Time taken off due to pregnancy complications can be counted against the 12 allowable weeks under federal law, although some states provide more generous leave to new and expecting mothers as well as to new fathers.^{xxvi}

California’s Paid Family Leave (PFL) Program

California’s Paid Family Leave (PFL) program was created in 2002 and has been delivering partial pay to workers during family leaves since July of 2004. The program operates through the state’s short-term disability insurance (SDI) program, which typically (depending upon physician recommendation), allows women up to 4 weeks of paid pregnancy disability before birth, and up to 6 weeks of paid leave after birth for a vaginal delivery or up to 8 weeks for a Cesarean delivery.^{xxvii} Unused pre-delivery leave time cannot be saved for use after the birth. The PFL program then builds upon SDI to provide up to 6 additional weeks postpartum for infant bonding. While the PFL program itself does not provide job protection, workers covered by the FMLA or by state antidiscrimination or leave law must be reinstated into the same or an equivalent position and cannot be retaliated against for taking family leave.

California’s PFL program is available to both women and men, and provides partial wage replacement to workers when they take time off for bonding with a newborn or newly adopted child, as well as time off to care for certain family members with serious health conditions. Wage replacement is set at 55% of the individual’s average weekly earnings, with a maximum payment of \$987 per week in 2011. As noted above, the PFL program operates as a form of leave insurance; in 2012, workers will pay a 1% payroll tax on the first \$95,585 of earned income to cover both SDI and PFL premiums.^{xxviii} To be eligible for PFL, workers must show earnings of at

least \$300 in an SDI-covered job for any 3 months within the 5 to 17 months prior to the PFL claim.^{xxx}

New Jersey's Family Leave Insurance (FLI) Program

In 2009, New Jersey began providing paid family leave under its Family Leave Insurance (FLI) program. As in California, New Jersey's FLI is an extension of its pre-existing Temporary Disability Insurance (TDI) program. For up to 12 months following a birth or adoption, or at any time for the care of a seriously ill family member, women and men in New Jersey are eligible for 6 weeks of partial wage replacement for family leave. Job protection is provided for eligible workers under the FMLA or other applicable state law. Wage replacement is set at two-thirds of the individual's average weekly wage, up to \$559 per week in 2011. The FLI payroll tax in 2011 was .06% of the first \$29,600 of earnings, with a maximum annual contribution of \$17.76.^{xxx}

Employees who have worked 20 calendar weeks in covered employment and have earned at least \$145 per week or \$7,300 per year during the 52 weeks preceding the leave are eligible for FLI.^{xxxi}

Appendix B

Details of Methodology

The findings detailed in this brief were drawn from a subsample of the National Longitudinal Survey of Youth (NLSY), 1997 to 2009 Panel. This subsample included women and men ages 30 and under who reported a child's birth and at least 20 hours per week of work in the 3-4 months prior to the birth. In addition, they either (1) took a paid leave and returned to work for an average of 20 hours or more per week by months 9-12 after the birth; or (2) took an unpaid leave and returned to work for an average of 20 hours or more per week by months 9-12 after the birth; or (3) did not take leave and reported working an average of 20 hours or more per week in months 1-4 after the birth.

Separate analyses were conducted for women and for men, as well as for subgroups of women, including those who were (1) married and (2) not married at the time of the birth, and those whose family incomes are (3) above and (4) below 150% of the federal poverty line.

The findings detailed in this brief were drawn from logistic and linear regression analyses using a series of economic outcomes. Ordinary least squares (OLS) models were used to examine the effects of leave on total public assistance income after a child's birth, measured as the average monthly income from all sources of public assistance in the one-year period following the birth.

Logistic regression analyses were used to examine the following dichotomous indicators:

- Whether the individual reported public assistance receipt in the year after the birth;
- Whether public assistance income was higher after the birth than before the birth;
- Whether the individual reported food stamp receipt in the year after the birth;
- Whether food stamp income increased in the year after the birth;¹¹
- Whether the individual's wage was higher in the year after the birth than in the year before the birth; and
- Whether the individual was employed an average of 20 hours or more per week in months 9 to 12 after the birth.¹²

¹¹ Sample sizes in these models were smaller than those reported below, as they included only those who had reported food stamp income in the year prior to the birth.

¹² This analysis was conducted for women only, including all women who worked at least 20 hours per week in the 3-4 months prior to a child's birth.

All models included a series of control variables designed to capture individual-level job characteristics and demographic indicators, including respondents' wages before birth, number of work hours, family income relative to the poverty line, spouse's salary, health status prior to the birth, race, family size, age, education, and marital status. We ran a series of Heckman selection models to determine whether missing outcome data poses a problem for the analyses and found no evidence for this. We used robust cluster standard error estimators to account for multiple births to the same individual over the period under examination, 1997 to 2009.

The dataset does not include information on employer attributes. Our inability to control for such attributes adds to the risk of selection bias, or the possibility that those with paid leave or their employers differ from those with unpaid or no leave in ways that are insufficiently accounted for in our models.

Tables of Results

Below, we present full results for one outcome variable, total public assistance income, for each group (with the exception of women with household incomes above 150% of the federal poverty level), followed by a summary table showing coefficients for all other dependent variables examined for men and women separately.

Table 1: Ordinary Least Squares Analysis of Total Public Assistance Income in the Year Following the Child's Birth, for Women and Men

Variable Name	Women	Men
	Coefficient (SE)	Coefficient (SE)
Paid leave	-413.10** (174.76)	-420.51*** (113.33)
Unpaid leave	-252.57 (190.19)	-158.87 (161.54)
Time on leave	.50 (2.01)	-10.42* (5.96)
Age	-53.23* (28.73)	-43.96* (22.27)
Race		
Black	362.17** (154.38)	37.74 (104.22)
Other	-79.86 (190.91)	24.12 (150.09)
(White)		
Salary prior to birth	-.005* (.002)	-.002* (.003)
Wage prior to birth	-1.33* (.67)	-.56* (.39)
Family money-to-needs standard	-24.48 (17.08)	-47.02*** (10.52)
Weekly hours of work prior to birth	.12 (5.46)	-7.91** (2.88)
Education level		
High school diploma	-822.88** (275.38)	-85.17 (133.30)
Associate degree	-1036.13** (328.53)	-365.19* (125.77)
College degree and beyond	-899.22** (293.57)	-39.15 (183.22)
(Less than high school)		

Number of children in household	475.87*** (122.03)	255.81* (108.40)
Married at time of birth	-12.03 (145.40)	-45.85 (104.98)
Poor health prior to birth	514.75* (260.41)	43.67 (141.07)
N	845	1174
R ²	.1637***	.0746***

NOTE: two-tailed significance tests: + p<0.10, * p<0.05, ** p<0.01, *** p< 0.001.

Table 2: Ordinary Least Squares Analysis of Total Public Assistance Income in the Year Following the Child's Birth, Women by Marital Status and by Household Income

Variable Name	Women by Marital Status		Women by HH Income
	Married	Not Married	Below Poverty
	Coefficient (SE)	Coefficient (SE)	Coefficient (SE)
Paid leave	-292.79 (274.17)	-506.93* (221.62)	-656.57* (327.76)
Unpaid leave	-264.17 (325.28)	-307.10 (239.13)	-63.36 (330.35)
Time on leave	1.62 (2.67)	-.67 (2.48)	-2.60 (3.29)
Age	10.43 (41.60)	-78.23* (36.67)	-71.09 (59.92)
Race			
Black	-76.23 (266.18)	578.15*** (184.55)	376.49 (286.94)
Other (White)	91.54 (327.93)	-75.09 (221.64)	500.17 (464.29)
Spouse's salary	-.007* (.004)		-.03* (.02)
Wage prior to birth	-.44 (.35)	-6.45* (2.80)	-9.61*** (2.27)
Family money-to-needs standard	35.19 (51.73)	-68.24*** (20.42)	-236.32 (271.25)
Weekly hours of work prior to birth	5.45 (9.38)	-1.82 (6.71)	3.14 (12.35)
Education level			
High school diploma	-1096.62* (682.92)	-611.22* (297.76)	-731.81* (374.49)
Associate degree	-1453.69* (663.76)	-592.65 (472.96)	-807.25 (728.05)
College degree and beyond (Less than high school)	-1136.20* (657.48)	-972.23*** (318.78)	-1358.38* (571.59)
Number of children in household	644.65** (231.06)	384.12** (135.57)	642.28*** (196.31)
Married at time of birth			-205.20 (334.50)
Poor health prior to birth	1163.42* (626.77)	285.89 (275.69)	435.56* (337.92)
N	341	504	333
R ²	.2083**	.1542***	.1527***

NOTE: two-tailed significance tests: + p<0.10, * p<0.05, ** p<0.01, *** p< 0.001.

Table 3: Logistic Regression Results for the Relationship between Paid Leave Taking and Economic Outcomes

Economic Outcome (dichotomous indicators)	Women (n=845)	Men (n=1,174)
	Odds Ratio (SE)	Odds Ratio (SE)
Public assistance receipt ¹³	.61* (.16)	.01*** (.01)
Increase in public assistance income	.71 ^a (.19)	.03* (.05)
Food stamp receipt	.60* (.15)	.01*** (.01)
Increase in food stamp receipt	.40* (.21)	
Increase in wage	1.26 ^a (.25)	1.55 (.68)
Working in months 9-12 following the birth	1.93*** (.30)	

NOTE: two-tailed significance tests: + p<0.10, * p<0.05, ** p<0.01, *** p<0.001.

^a A statistically significant relationship exists between paid leaves of 30 days or more and the outcome variable.

ⁱ United States Census Bureau. (2010). *Employment Characteristics of Families*. Retrieved 25 October 2011, from <http://factfinder2.census.gov>.

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ⁱⁱⁱ United States Department of Labor, Bureau of Labor Statistics. (2011, March). *National Compensation Survey: Employee Benefits in the United States, March 2011 (Tables 33)*. Retrieved 25 October 2011, from <http://www.bls.gov/ncs/ebs/benefits/2011/ebb10048.pdf>.

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¹³ Models for this outcome include a control variable for public assistance receipt in the three months prior to the birth.

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