Full text available at: http://dx.doi.org/10.1561/070000036

The Economics of Occupational Safety and Health

The Economics of Occupational Safety and Health

John Ruser

U.S. Bureau of Labor Statistics ruser.john@bls.gov

Richard Butler

Brigham Young University USA richard_butler@byu.edu



the essence of knowledge

Boston – Delft

Foundations and Trends[®] in Microeconomics

Published, sold and distributed by: now Publishers Inc. PO Box 1024 Hanover, MA 02339 USA Tel. +1-781-985-4510 www.nowpublishers.com sales@nowpublishers.com

Outside North America: now Publishers Inc. PO Box 179 2600 AD Delft The Netherlands Tel. +31-6-51115274

The preferred citation for this publication is J. Ruser and R. Butler, The Economics of Occupational Safety and Health, Foundations and Trends[®] in Microeconomics, vol 5, no 5, pp 301–354, 2009

ISBN: 978-1-60198-382-4 © 2010 J. Ruser and R. Butler

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, mechanical, photocopying, recording or otherwise, without prior written permission of the publishers.

Photocopying. In the USA: This journal is registered at the Copyright Clearance Center, Inc., 222 Rosewood Drive, Danvers, MA 01923. Authorization to photocopy items for internal or personal use, or the internal or personal use of specific clients, is granted by now Publishers Inc for users registered with the Copyright Clearance Center (CCC). The 'services' for users can be found on the internet at: www.copyright.com

For those organizations that have been granted a photocopy license, a separate system of payment has been arranged. Authorization does not extend to other kinds of copying, such as that for general distribution, for advertising or promotional purposes, for creating new collective works, or for resale. In the rest of the world: Permission to photocopy must be obtained from the copyright owner. Please apply to now Publishers Inc., PO Box 1024, Hanover, MA 02339, USA; Tel. +1-781-871-0245; www.nowpublishers.com; sales@nowpublishers.com

now Publishers Inc. has an exclusive license to publish this material worldwide. Permission to use this content must be obtained from the copyright license holder. Please apply to now Publishers, PO Box 179, 2600 AD Delft, The Netherlands, www.nowpublishers.com; e-mail: sales@nowpublishers.com

Foundations and Trends[®] in Microeconomics

Volume 5 Issue 5, 2009 Editorial Board

Editor-in-Chief: W. Kip Viscusi Vanderbilt University

Editors

Richard Carson, UC San Diego (environmental economics)
Joseph Harrington, Johns Hopkins University (industrial organization)
Tom Kniesner, Syracuse University (labor economics)
Mark V. Pauly, University of Pennsylvania (health economics)
David Wildasin, University of Kentucky (public economics)
Peter Zweifel, University of Zurich (insurance economics)

Editorial Scope

Foundations and Trends[®] in Microeconomics will publish survey and tutorial articles in the following topics:

- Environmental Economics
- Contingent Valuation
- Environmental Health Risks
- Climate Change
- Endangered Species
- Market-based Policy Instruments
- Health Economics
- Moral Hazard
- Medical Care Markets
- Medical Malpractice
- Insurance economics
- Industrial Organization
- Theory of the Firm
- Regulatory Economics
- Market Structure
- Auctions
- Monopolies and Antitrust
- Transaction Cost Economics
- Labor Economics

- Labor Supply
- Labor Demand
- Labor Market Institutions
- Search Theory
- Wage Structure
- Income Distribution
- Race and Gender
- Law and Economics
- Models of Litigation
- Crime
- Torts, Contracts and Property
- Constitutional Law
- Public Economics
- Public Goods
- Environmental Taxation
- Social Insurance
- Public Finance
- International Taxation

Information for Librarians

Foundations and Trends[®] in Microeconomics, 2009, Volume 5, 8 issues. ISSN paper version 1547-9846. ISSN online version 1547-9854. Also available as a combined paper and online subscription.

Foundations and Trends[®] in Microeconomics Vol. 5, No. 5 (2009) 301–354 © 2010 J. Ruser and R. Butler DOI: 10.1561/070000036



The Economics of Occupational Safety and Health

John Ruser^{1,*} and Richard Butler²

¹ U.S. Bureau of Labor Statistics, ruser.john@bls.gov
 ² Brigham Young University, USA, richard_butler@byu.edu

Abstract

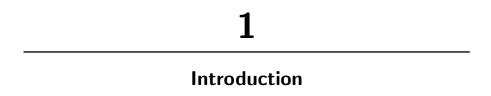
Economic incentives play an important role in occupational safety and health, affecting the behavior and decisions of workers, firms and government. This monograph discusses factors that affect workers' decisions about whether to choose risky jobs, how careful to be on the job, and how long to remain off work during recovery from injury. The monograph also examines occupational risk-related costs that influence the following safety decisions of a firm: wage premiums paid to attract workers to risky jobs, premiums for workers' compensation insurance, government fines for safety violations, and injury-related costs such as workplace disruptions and loss of worker specific job skills. This monograph also considers the influence of government, focusing on the enactment and enforcement of safety and health standards and the safety incentives of workers' compensation insurance systems. We find broad consensus in the empirical literature that workers and firms respond to economic incentives in making safety decisions. Economic incentives play an important role in occupational risk prevention. Sometimes these incentives improve safety; but, in other cases they have an adverse effect on safety.

^{*} The views expressed in this monograph represent the views of the author and do not necessarily represent the views of the Bureau of Labor Statistics or the U.S. Department of Labor.

Contents

1]	Introduction	1	
2	Compensating Wage Differentials	3	
2.1	Estimating Wage–risk Trade-offs	5	
2.2	Empirical Estimates of the Value of a Statistical Life	6	
2.3	Empirical Estimates of Compensating Wage Differentials		
	for Non-fatal Risk	9	
2.4	Criticisms of the Compensating Differentials Literature	10	
3	Incentive Effects of Workers'		
(Compensation Insurance	13	
3.1	Workers' Compensation — Institutional Details	13	
3.2	Economic Theory of Workers' Compensation —		
	Workers' Incentives	15	
3.3	Economic Theory of Workers' Compensation —		
	Firms' Incentives	19	
3.4	Summary of Incentives under Workers' Compensation	24	
3.5	Workers' Compensation Insurance —		
	Empirical Evidence	25	
4	4 Government Intervention and Workplace Safety		
4.1	Occupational Safety and Health Act	33	

4.2 Economic Theory of Workplace Safety	
and Health Regulation	34
4.3 Empirical Studies of the Effectiveness of OSHA	35
4.4 Estimating OSHA Inspection Effects in the	
Presence of Endogenous Inspections	36
4.5 Empirical Evidence	38
4.6 Effectiveness of Safety Regulation in Canada	40
5 Other Economic Influences	
5.1 Economies of Scale	43
5.2 Economic Cycles	44
5.3 Long-Run Trends	44
6 Conclusions	47
References	51
	51



Occupational injuries are random events, affected by the activities of workers, firms, and government. The safety efforts of workers and firms respond to a variety of economic incentives, and these incentives can be altered by government. Together, the analysis of these incentives and their outcomes forms the economics of occupational safety and health.

The occupational safety and health literature discusses factors that affect workers' decisions about whether to choose risky jobs, how careful to be on the job, and how long to remain off work during recovery from injury or illness. These factors influencing worker decisions include the wage–risk premium, pain and suffering from injuries, and income benefits paid during out-of-work recovery periods.

This monograph examines occupational risk-related costs that influence the following safety decisions of a firm: wage premiums paid to attract workers to risky jobs, insurance payments to injured workers including sick leave and workers' compensation benefits, premiums for workers' compensation insurance, government fines for safety violations, and injury-related costs such as workplace disruptions and loss of worker-specific job skills. The small literature on workplace committees and employee financial involvement with the firm's profitability on accident outcomes is also reviewed.

2 Introduction

This monograph also discusses the influence of government, focusing on the regulation of occupational risk through the enactment and enforcement of safety and health standards and the safety mandates of workers' compensation insurance systems. This monograph does not discuss the psychological literature on information processing, some of which suggests that workers may underestimate the severity of hazards in some occupations (see Pouliakas and Thoedossiou, 2010), nor does it address potential externalities associated with workplace injuries accruing to the families of those injured. Unfortunately, there is scant empirical literature on the latter topic.

We find broad consensus in the empirical literature that workers and firms respond to economic incentives in making safety decisions. Economic incentives play an important role in occupational risk prevention. Sometimes these incentives improve safety, but in other cases they have an adverse effect on safety.

The monograph reviews the theory of compensating differentials in Section 2 in which workers with varying tolerances for risk are matched with firms with alternative production (and hence, risk prevention) technologies. This theory suggests that wages increase with more job risk, other things equal. In Section 3, we discuss incentives created by the workers' compensation insurance system, both for workers and for firms. Next, in Section 4, the monograph discusses the modest impact of government safety inspections in the USA and Canada. Last, in Section 5, we close with some final observations on the impact of the business cycle and long-term effects on occupational health and safety.

- Aldy, J. E. and W. K. Viscusi (2007), 'Age differences in the value statistical life: revealed preference evidence'. *Review of Environmental Economics and Policy* 1(2), 241–260.
- Auld, M. C., J. C. H. Emery, D. V. Gordon, and D. McClintock (2001), 'The efficacy of construction site safety inspections'. *Journal of Labor Economics* 19(4), 900–921.
- Bartel, A. P. and L. G. Thomas (1985), 'Direct and indirect effects of regulation: A new look at OSHA's impact'. *Journal of Law and Economics* 28(1), 1–25.
- Boone, J. and J. C. van Ours (2006), 'Are recessions good for workplace safety?'. *Journal of Health Economics* 25, 1069–1093.
- Butler, R. J. (1983), 'Wage and injury rate response to shifting levels of workers' compensation'. In: J. D. Worrall (ed.): Safety and the Work Force: Incentives and Disincentives in Worker's Compensation. Ithaca, NY: ILR Press.
- Butler, R. J., D. L. Durbin, and N. M. Helvacian (1996), 'Increasing claims for soft tissue injuries in workers' compensation: Cost shifting and moral hazard'. *The Journal of Risk and Uncertainty* 13(1), 73–87.

- Butler, R. J., B. D. Gardner, and H. H. Gardner (1997), 'Workers' compensation costs when maximum benefits change'. *Journal of Risk and Uncertainty* **15**, 259–269.
- Butler, R. J., W. G. Johnson, and M. L. Baldwin (1995), 'Managing work disability: Why first return to work is not a measure of success'. *Industrial and Labor Relations Review* 48(3), 452–469.
- Butler, R. J. and J. D. Worall (1988), 'Labor market theory and the distribution of workers' compensation losses'. In: P. S. Borba and D. Appel (eds.): Workers' Compensation Insurance Pricing: Current Programs and Proposed Reforms. Boston: Kluwer Academic Publishers, pp. 19–34.
- Butler, R. J. and J. D. Worrall (1983), 'Workers' compensation: Benefit and injury claims rates in the seventies'. *The Review of Economics* and Statistics 65(4), 580–589.
- Butler, R. J. and J. D. Worrall (1985), 'Work injury compensation and the duration of nonwork spells'. *Economic Journal* **95**(375), 714–724.
- Butler, R. J. and J. D. Worrall (1991), 'Claims reporting and risk bearing moral hazard in workers' compensation'. *The Journal of Risk and Insurance* 58(2), 191–204.
- Card, D. and B. P. McCall (1996), 'Is workers' compensation covering uninsured medical costs? Evidence from the 'Monday effect". *Indus*trial and Labor Relations Review 49(4), 690–706.
- Chamberlain, G. (1982), 'Multivariate regression models for panel data'. Journal of Econometrics 1(18), 5–46.
- Chamberlain, G. (1984), 'Panel data'. In: Z. Griliches and M. Intriligator (eds.): *Handbook of Econometrics*, vol. 2. Amsterdam: North Holland, pp. 1247–1318.
- Chelius, J. R. (1982), 'The influence of worker's compensation on safety incentives'. *Industrial and Labor Relations Review* **35**(2), 235–242.
- Chelius, J. R. and K. Kavanaugh (1988), 'Workers' compensation and the level of occupational injuries'. *The Journal of Risk and Insurance* **55**(2), 315–323.
- Chelius, J. R. and R. S. Smith (1983), 'Experience-rating and injury prevention'. In: J. D. Worrall (ed.): Safety and the Workforce. Ithaca, NY: ILR Press, pp. 128–137.

- Chelius, J. R. and R. S. Smith (1993), 'The impact of experience-rating on employer behavior: The case of Washington state'. In: D. Durbin and P. S. Borba (eds.): Workers' Compensation Insurance: Claim Costs, Prices, and Regulation. Boston: Kluwer Academic Publishers, pp. 293–306.
- Dionne, G. and P. St-Michel (1991), 'Workers' compensation and moral hazard'. The Review of Economics and Statistics 73(2), 236–244.
- Dorman, P. (1996), Markets and Mortality. Cambridge: Cambridge University Press.
- Dorman, P. and P. Hagstrom (1998), 'Wage compensation for dangerous work revisited'. Industrial and Labor Relations Review 52(1), 116–135.
- Durbin, D. and R. J. Butler (1998), 'Prevention of disability from work related sources'. In: T. Thomason, J. F. Burton, Jr., and D. Hyatt (eds.): Disability in the Workplace: Prevention, Compensation and Cure. IRRA, Madison, WI.
- Gardner, J. A. (1991), Benefit Increases and System Utilization: The Connecticut Experience. Cambridge, MA: Workers' Compensation Research Institute.
- Gegax, D., S. Gerking, and W. Schulze (1991), 'Perceived risk and the marginal value of safety'. *The Review of Economics and Statistics* 73(4), 589–596.
- Gray, W. B. and J. M. Mendeloff (2002), 'The declining effects of OSHA inspections on manufacturing injuries: 1979–1998'. National Bureau of Economic Research, Working Paper No. 9119.
- Gray, W. B. and J. M. Mendeloff (2005), 'The declining effects of OSHA inspections on manufacturing injuries: 1979–1998'. *Industrial* and Labor Relations Review 58(4), 571–587.
- Gray, W. B. and J. T. Scholz (1993), 'Does regulatory enforcement work? A panel analysis of OSHA enforcement'. *Law and Society Review* **27**(1), 177–213.
- Harcourt, M. and S. Harcourt (2000), 'When can an employee refuse unsafe work and expect to be protected from discipline? Evidence from Canada'. *Industrial and Labor Relations Review* 53(4), 684–703.
- Hersch, J. (1998), 'Compensating differentials for gender-specific injury risks'. The American Economic Review 88(3), 598–607.

- Hersch, J. and T. S. Pickton (1995), 'Risk-taking activities and heterogeneity of job-risk trade-offs'. *Journal of Risk and Uncertainty* 11(3), 205–217.
- Johnson, W. G. and J. Ondrich (1990), 'The duration of post-injury absences from work'. *Review of Economics and Statistics* **72**(4), 578– 586.
- Kniesner, T. J. and J. D. Leeth (1989), 'Separating the reporting effects from the injury rate effects of workers' compensation insurance: A hedonic simulation'. *Industrial and Labor Relations Review* 42(2), 280–293.
- Kniesner, T. J. and J. D. Leeth (1991), 'Compensating wage differentials for fatal injury risk in Australia, Japan, and the United States'. *Journal of Risk and Uncertainty* 4(1), 75–90.
- Kniesner, T. J. and J. D. Leeth (2004), 'Data mining mining data: MSHA enforcement efforts, underground coal mine safety, and new health policy implications'. *Journal of Risk and Uncertainty* 29(2), 83–111.
- Kniesner, T. J. and J. D. Leeth (2009), 'Hedonic wage equilibrium: Theory, evidence and policy'. Foundations and Trends[®] in Microeconomics 5(4), 229–299.
- Kniesner, T. J., W. K. Viscusi, and J. P. Ziliak (2006), 'Life-cycle consumption and the age-adjusted value of life'. *Contributions to Economic Analysis & Policy* 5(1), Article 4.
- Krueger, A. B. (1990), 'Workers' compensation insurance and the duration of workplace injuries'. Industrial Relations Section, Princeton University, Working Paper No. 261.
- Lanoie, P. (1992a), 'The impact of occupational safety and health regulation on the risk of workplace accidents: Quebec: 1983–1987'. The Journal of Human Resources 27(4), 643–660.
- Lanoie, P. (1992b), 'Safety regulation and the risk of workplace accidents in Quebec'. Southern Economic Journal 58(4), 950–965.
- Leeth, J. D. and J. W. Ruser (2003), 'Compensating wage differentials for fatal and nonfatal injury risk by gender and race'. *The Journal* of Risk and Uncertainty **27**(3), 257–277.
- Leigh, J. P. (1991), 'No evidence of compensating wages for occupational fatalities'. *Industrial Relations* 30(3), 382–395.

Full text available at: http://dx.doi.org/10.1561/070000036

- Leigh, J. P. (1995), 'Compensating wages, value of a statistical life, and inter-industry differentials'. Journal of Environmental Economics and Management 28(1), 83–97.
- McCaffrey, D. (1983), 'An assessment of OSHA's recent effects on injury rates'. *The Journal of Human Resources* **18**(1), 131–146.
- Meyer, B. D., W. K. Viscusi, and D. L. Durbin (1995), 'Workers' compensation and injury duration: Evidence from a natural experiment'. *The American Economic Review* 85(3), 322–340.
- Moore, M. J. and W. K. Viscusi (1990), Compensation Mechanisms for Job Risks. Princeton: Princeton University Press.
- Oi, W. Y. (1974), 'On the economics of industrial safety'. Law and Contemporary Problems 38(4), 669–699.
- Pouliakas, K. and I. Thoedossiou (2010), 'An inquiry into the theory, causes and consequences of monitoring indicators of health and safety at work'. Discussion Paper no. 4734, IZA.
- Robertson, L. S. and J. P. Keeve (1983), 'Worker injuries: The effects of workers' compensation and OSHA inspections'. *Journal of Health Politics, Policy and Law* 8(3), 581–597.
- Rosen, S. (1974), 'Hedonic prices and implicit markets: Product differentiation in pure competition'. *Journal of Political Economy* 82(1), 34–55.
- Rosen, S. (1988), 'The value of changes in life expectancy'. Journal of Risk and Uncertainty 1(3), 285–304.
- Ruser, J. W. (1985), 'Workers' compensation insurance, experiencerating, and occupational injuries'. RAND Journal of Economics 16(4), 487–503.
- Ruser, J. W. (1991), 'Workers' compensation and occupational injuries and illnesses'. *Journal of Labor Economics* **9**(4), 325–350.
- Ruser, J. W. (1993), 'Workers' compensation and the distribution of occupational injuries'. The Journal of Human Resources 28(3), 593-617.
- Ruser, J. W. (1995), 'Self-correction versus persistence of establishment injury rates'. The Journal of Risk and Insurance 62(1), 67–93.
- Ruser, J. W. (1998), 'Does workers' compensation encourage hard to diagnose injuries?'. *The Journal of Risk and Insurance* **65**(1), 101–124.

- Ruser, J. W. and M. R. Pergamit (2004), 'Workers' compensation reforms and benefit claiming'. Paper presented at the 3rd International Conference on Health Economics, Policy and Management, Athens, Greece.
- Ruser, J. W. and R. S. Smith (1991), 'Reestimating OSHA's effects: Have the data changed?'. *The Journal of Human Resources* **26**(2), 212–235.
- Scholz, J. T. and W. B. Gray (1990), 'OSHA enforcement and workplace injuries: A behavioral approach to risk assessment'. *Journal of Risk and Uncertainty* 3(3), 283–305.
- Smith, A. (1776), An Inquiry into the Nature and Causes of the Wealth of Nations (often cited simply as, Wealth of Nations). London, W. Strahan and T. Cadell.
- Smith, R. S. (1973), 'Intertemporal changes in work injury rates'. In: Proceedings of the Industrial Relations Research Association, 25th Annual Meeting. pp. 167–174.
- Smith, R. S. (1979), 'The impact of OSHA inspections on manufacturing establishments'. The Journal of Human Resources 14(2), 145–170.
- Smith, R. S. (1990), 'Mostly on Mondays: Is workers' compensation covering off-the-job injuries?'. In: P. S. Borba and D. Appel (eds.): Benefits, Costs, and Cycles in Workers' Compensation. Boston: Kluwer Academic Publishers, pp. 115–128.
- Smith, R. S. (1992), 'Have OSHA and workers' compensation made the workplace safer?'. In: D. Lewin, O. S. Mitchell, and P. D. Sherer (eds.): Research Frontiers in Industrial Relations and Human Resources. Madison, WI: Industrial Relations Research Association, pp. 557–586.
- Thomason, T. and S. Pozzebon (2002), 'Determinants of firm workplace health and safety and claims management practices'. *Industrial and Labor Relations Review* 55(2), 286–307.
- Victor, R. B. (1982), 'Workers' compensation and workplace safety: The nature of employer financial incentives'. Rand Corporation Report R-2979-ICJ.
- Viscusi, W. K. (1978), 'Wealth effects and earnings premiums for job hazards'. The Review of Economics and Statistics **60**(3), 408–416.

Full text available at: http://dx.doi.org/10.1561/070000036

- Viscusi, W. K. (1983), Risk by Choice: Regulating Health and Safety in the Workplace. Cambridge: Harvard University. Press.
- Viscusi, W. K. (1986), 'The impact of occupational safety and health regulation'. *The RAND Journal of Economics* **17**(4), 567–580.
- Viscusi, W. K. and J. E. Aldy (2003), 'The value of a statistical life: A critical review of market estimates throughout the world'. *The Journal of Risk and Uncertainty* 27(1), 5–76.
- Viscusi, W. K. and J. Hersch (2001), 'Cigarette smokers as job risk takers'. *The Review of Economics and Statistics* 83(2), 269–280.
- Welland, D. A. (1986), 'Workers' compensation liability changes and the distribution of injury claims'. The Journal of Risk and Insurance 53(4), 662–678.
- Worrall, J. D. and R. J. Butler (1985), 'Benefits and claim duration'. In:
 J. D. Worrall and D. Appel (eds.): Workers' Compensation Benefits: Adequacy, Equity, and Efficiency. Ithaca, NY: ILR Press.
- Worrall, J. D. and R. J. Butler (1986), 'Lessons from the workers' compensation program'. In: M. Berkowitz and M. Anne Hill (eds.): Disability and the Labor Market: Economic Problems, Policies, and Programs. Ithaca NY: ILR Press.
- Worrall, J. D. and R. J. Butler (1988), 'Experience rating matters'. In: P. S. Borba and D. Appel (eds.): Workers' Compensation Insurance Pricing: Current Programs and Proposed Reforms. Boston: Kluwer Academic Publishers, pp. 81–94.