



Valuing Good Health in New York City: The Costs and Benefits of Paid Sick Days

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Executive Summary

Policymakers across the country are increasingly interested in ensuring that workers have paid sick days. In addition to concerns about workers' ability to respond to their own health needs, there is growing recognition that, with so many dual-earner and single-parent families, family members' health needs can be addressed only by workers taking time from their scheduled hours on the job. Paid sick days policies allow workers with contagious illnesses to avoid unnecessary contact with co-workers and customers and, thus, are a fundamental public health measure. Paid sick days protect workers from being fired when they are too sick to work and offer substantial savings to employers by reducing turnover and minimizing absenteeism.

New York City lawmakers are now considering a law that would require employers provide all workers with paid sick days. The Institute for Women's Policy Research (IWPR) has estimated the costs and benefits of the proposed law, using government-collected data, peer-reviewed research literature, and a thoroughly vetted methodology. Below are key findings from IWPR's analysis.

KEY FINDINGS

Over one million New York City workers lack paid sick days

- 1,203,000 New York City workers lack paid sick days—42 percent of the workforce.
- 850,000 New York City workers have no paid leave or vacation whatsoever and will receive new paid sick days under the bill—30 percent of the workforce.¹

Paid sick days will cost less than 25 cents per hour worked to provide

- The law will cost New York City employers \$332 million annually in lost productivity and for wages, payroll taxes and payroll-based employment benefits, and administrative expenses (Table 1).
- The weekly cost of the policy for newly covered workers will be \$7.52 per week, or about 21 cents per hour.
- Costs for larger businesses are expected to equal \$7.94 per week—or 23 cents an hour—due to the higher number of required sick days under the new law and wages that are higher than those at small businesses. Providing sick days in compliance with the law will cost small businesses an average of \$5.37 per worker per week, or about 15 cents per hour worked.

Paid sick days produce citywide economic and health benefits

- Reduced employee turnover will prevent millions of dollars in costs for employers.
- Paid sick days reduce the spread of contagious diseases like the flu and improve access to timely medical care.

Key provisions of the proposed New York City paid sick days law

- Workers (both full- and part-time) earn paid sick time at the rate of 1 hour of paid sick time for every 30 hours worked up to the maximum of 9 paid sick days in a year, or 5 days for workers at businesses with 10 or fewer employees.
- Paid sick time may be used for diagnosis or treatment of a worker’s or family member’s health condition or to address the psychological, physical, or legal effects of domestic violence, sexual assault, or stalking.
- Sick days may be used in the event of a school or workplace closure due to public health emergency.
- Employers may require medical certification for any absence that exceeds three consecutive days, and employers that already provide paid time off meeting the requirements of the law are not required to provide additional days.

Table 1. Summary of Costs of the Proposed Law

	Total	Per worker with new sick days	
		Per week	Per hour
Costs – All businesses			
Wages, wage-based benefits, payroll taxes, and administrative expenses	\$291,000,000		
Use of PSD to address domestic violence, sexual assault, and stalking	\$1,700,000		
Use of PSD by new parents	\$23,000,000		
Replacement workers for 15% of absences	\$47,000,000		
Adjustments – All businesses			
Productivity lost now - ill workers on the job	\$19,000,000		
Reduced spread of the flu at work	\$11,000,000		
Net Cost – All businesses	\$332,000,000	\$7.52	\$0.21
Net Cost – Small businesses	\$39,000,000	\$5.37	\$0.15
Net Cost – Large businesses	\$294,000,000	\$7.94	\$0.23

Source: Institute for Women’s Policy Research. Values may not sum due to rounding.

¹ Some New York City workers who currently lack paid sick days are covered by paid vacation or other paid leave policies, which are likely to be modified to reflect the requirements of the proposed law should it be enacted. These workers will receive important protections against dismissal or other penalties under the proposed policy. Some workers who already have paid sick days may receive additional days of leave under the law, but this is unlikely to have a significant cost impact; IWPR analysis predicts that on average workers will take less than three days of sick leave per year.

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The Institute for Women’s Policy Research (IWPR) conducts rigorous research and disseminates its findings to address the needs of women, promote public dialogue, and strengthen families, communities, and societies. The Institute works with policy makers, scholars, and public interest groups to design, execute, and disseminate research that illuminates economic and social policy issues affecting women and their families, and to build a network of individuals and organizations that conduct and use women-oriented policy research. IWPR’s work is supported by foundation grants, government grants and contracts, donations from individuals, and contributions from organizations and corporations. IWPR is a 501 (c) (3) tax-exempt organization that also works in affiliation with the women’s studies and public policy programs at The George Washington University.

Valuing Good Health in New York City: The Costs and Benefits of Paid Sick Days

Policymakers across the country are increasingly interested in ensuring the adequacy of paid sick days policies. In addition to concerns about workers' ability to respond to their own health needs, there is growing recognition that, with so many dual-earner and single-parent families, family members' health needs can only be addressed by workers taking a break from their scheduled time on the job. Allowing workers with contagious diseases to avoid unnecessary contact with co-workers and customers is a fundamental public health measure. Paid sick days protect workers from being fired when they are too sick to work, offer substantial savings to employers by reducing turnover and minimizing absenteeism.

This report uses data collected by the U.S. Bureau of Labor Statistics, the U.S. Department of Health and Human Services, the New York State Department of Labor, and the U.S. Census Bureau to evaluate the likely impact of the Paid Sick Time Act. The study is one of a series of such analyses conducted by the Institute for Women's Policy Research (IWPR) in the last several years that examine public policy development related to paid sick days. It presents an estimate of how much time off workers would use in New York City under the proposed policy and what the costs would be for employers for that sick time. It also examines findings from peer-reviewed research literature to review how this leave policy would save money, by reducing turnover, reducing the spread of disease at work, helping employers avoid paying for low productivity, reducing nursing-home stays, and reducing norovirus outbreaks in nursing homes.

While this report reviews significant benefits from the sick time proposal, there are likely to be many other meaningful benefits that cannot be estimated with existing data. When workers can take needed time off without fear of being fired, they and their families should be able to get health care more promptly when it is needed, leading to improved overall health outcomes, speedier recoveries, and reduced total health care spending. Fewer workers will be fired, suspended, or otherwise penalized for having to stay home when they are ill or have sick family members to care for; this will improve workers' economic security. The public health impact is also likely to be considerable, as workers with contagious diseases will be better able to avoid infecting others, and parents will not have to send sick children to school or child care centers.

Key provisions of the proposed Paid Sick Time Act

- Workers (both full and part-time) earn paid sick time at the rate of 1 hour of paid sick time for every 30 hours worked up to the maximum of 5 days for employees of businesses with 9 or fewer employees and a maximum of 9 days for employees of larger businesses.
- Paid sick time may be used diagnosis, treatment, or preventative care for a worker's or family member's physical or mental health condition, to address the effects of domestic violence, sexual assault, or stalking, or in the event of the closure of an employee's workplace or an employee's child's school due to a public health emergency.
- Employers may require medical certification for any absence that exceeds three consecutive days, and employers that already provide paid time off meeting the requirements of the Act are not required to provide additional leave.

Summary of likely impact of the Paid Sick Time Act

This estimate assumes that all workers eligible for leave under the new policy would know about their new paid sick days. On the contrary, during the early years of the program, it is very likely that many workers will be unaware of their new leave benefits and thus not take any time off under the new law.¹ In particular, workers may not be aware of the multiple uses allowed by the law (see text box, above). Thus, both costs and benefits in the early years of a new program may be considerably lower than these estimates.

Main research findings regarding the likely impact of the Paid Sick Time Act

- An estimated 1,203,000 New York City workers lack paid sick days – 42 percent of the workforce. 850,000 New York City workers – 30 percent of the workforce – have no paid leave whatsoever and would receive new sick days under the proposed law.²
- Workers covered by the Paid Sick Time Act will use an average of 1.7 days of paid sick days annually for their own medical needs.
- On average, workers will use one day for family care and doctor visits.
- Half of all workers with paid sick days do not take *any* days off for illness in a given year.
- New York City employers will pay \$291 million annually for lost productivity, wages, payroll taxes, employment benefits, and administrative expenses (Table 1).
 - Workers utilizing leave under the proposed law to address the effects of domestic violence, sexual assault, or stalking will utilize leave costing employers an additional \$1.7 million.
 - Workers and their spouses utilizing leave during pregnancy or after childbirth will utilize leave costing employers an additional \$23 million.
 - Employers are estimated to need replacement workers for workers who are out sick approximately 15% of the time at an additional cost of \$47 million.
- New York City employers currently lose \$19 million in productivity each year as a result of low productivity of employees who work while sick.
- Workplace seasonal flu contagion of the sort experienced in most years is likely to be decreased as a result of the law, resulting in a savings of \$11 million in prevented productivity loss and sick leave.
- The total annual cost of the proposed law, adjusted for productivity currently lost and savings resulting from prevented flu contagion, is \$332 million. The cost per for the

850,000 workers expected to receive new coverage will be \$7.52 per week, or about 21 cents per hour worked on average.*

- Costs for larger businesses are expected to equal \$7.94 per week—or 23 cents an hour—due to the higher number of required sick days under the new law and wages that are higher than those at small businesses. Providing sick days in compliance with the law will cost small businesses an average of \$5.37 per worker per week, or about 15 cents per hour worked.*

Likely benefits: In addition to the costs and adjustments discussed above, universal paid sick days will likely create many significant benefits for employers, workers, families, and the broader community. While the data needed to calculate the dollar value of these benefits is not available in all cases it is reasonable to anticipate savings from:

Health Benefits and Savings

1. Improved health outcomes and speedier recoveries for workers and their families.
2. Reduced use of hospital emergency departments.
3. Easier access to routine and preventative care for workers and their families.
4. Reduced norovirus and other outbreaks in restaurants, nursing homes, and other institutions as a result of food handlers and other workers being more likely to remain home when ill.
5. Reduced spread of illness at schools and in child care facilities when parents can take leave to care for sick children.

Benefits for Businesses

6. Reduced voluntary employee turnover among employees seeking jobs with better benefits, resulting in a reduction of the costs of turnover to businesses.
7. Increased scheduling certainty for employers when workers can be open about upcoming medical appointments for themselves and their families.
8. Improved workplace morale when all workers feel their employers offer the support they need.

Economic Benefits to Families and Taxpayers

9. Greater family economic stability from more consistent employment tenure and fewer days off without pay.
10. Reduced short-term nursing home stays as a result of the ability of workers with new sick days to take time off work to care for parents or other elderly relatives.
11. Fewer workers being fired or suspended for taking needed but unauthorized time off.
12. Reduced expenditures on public assistance and unemployment benefits for workers who lose their job due to having inadequate paid sick days.

* Correction: per-worker costs previously released in an IWPR press release overestimated the number of employed women who would use paid sick days for parental leave. The previously released number used an estimate for the state of New York, rather than the city of New York, resulting in an overestimation of costs.

Table 1. Summary of costs of the proposed New York City Paid Sick Time Act

	Per worker with new sick days^a		
	Total	Per week	Per hour
Costs – All businesses			
Wages, wage-based benefits, payroll taxes, and administrative expenses	\$291,000,000		
Use of PSD to address domestic violence, sexual assault, and stalking	\$1,700,000		
Use of PSD by new parents	\$23,000,000		
Replacement workers for 15% of absences	\$47,000,000		
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Note: Columns may not sum to total due to rounding. In 2008 dollars.

^a In addition to these workers, some New Yorkers who currently have paid sick days will receive additional days under the Paid Sick Time Act. This is not likely to have a significant cost impact, because (1) workers with one year of job tenure who have paid sick days are granted an average of eight days (IWPR analysis of the March 2006 National Compensation Survey), so the majority with paid sick days already meet the standard of the Paid Sick Time Act; and (2) most workers will not use their full allotment of paid sick days. (Excluding use for domestic violence, sexual assault, stalking, and parental leave, workers are estimated to take an average of 2.6 days of leave.) For some number of workers, though, these additional days will be very important in addressing health needs.

Source: Institute for Women’s Policy Research.

Methodology for Estimating the Cost of the Paid Sick Time Act

The number of New York City workers who will benefit from the proposed policy and the cost of the proposal are estimated using the following methodology.

1. How many workers will be affected?³

There are approximately 2,832,000 private-sector workers in New York City (New York Department of Labor). The share that currently has paid sick days is calculated by industry by the Institute for Women's Policy Research using March 2006 National Compensation Survey microdata for the Middle Atlantic region and data on the number of workers in New York City by industry from the New York City Department of Employment Security. About 1,200,000 New York City workers—43 percent of the New York City workforce—currently do not have paid sick days.

Some workers who lack paid sick days do have paid vacation leave or general paid time off. This estimate assumes that employers with this kind of leave program will convert their current policy to one that conforms to the Paid Sick Time Act without offering more total days off than they do now.⁴ The share of workers covered by vacation and/or paid sick days is calculated by industry by the Institute for Women's Policy Research from March 2006 National Compensation Survey microdata for the Middle Atlantic region and data on the number of workers in New York City by industry from the New York City Department of Employment Security. About 850,000 New York City workers currently have no paid leave benefits.⁵

Workers would accrue paid sick days from their date of hire under the Paid Sick Time Act.

2. How many paid sick days will workers take?

a. For their own medical needs:

The average number of days of work that are missed for health reasons is calculated for the U.S. workforce by industry and firm size from the 2007 National Health Interview Survey (NHIS).⁶ When workers are limited to a maximum of seven days of work loss workers with paid sick days miss an average of 1.7 days annually for illness and injury, excluding maternity leave (IWPR analysis of the 2007 NHIS).⁷ (Those without paid sick days miss an average of 1.4 days annually.) **More than half (54 percent) of all workers who are covered by paid sick days plans do not take any days off for illness or injury in a given year.**⁸

b. For family care:

According to the U.S. Department of Labor's 2000 Family and Medical Leave Act Survey of Employees, **workers take 0.33 days of FMLA-type leave to care for ill children, spouses, and parents for every 1.0 days of own-health leave** (Rutgers University Center for Women and Work 2005).

c. For doctor visits:

Workers with paid sick days visit the doctor an average of 3.2 times per year (IWPR analysis of the 2007 NHIS). These visits may be during or outside of work hours or may already be included in time off due to illness or injury in 2(a) above. For this analysis, the average number of doctor visits is calculated by industry from the 2007 NHIS. Each visit is assumed to take 1.0 hours of work-time.⁹

For these three leave circumstances, workers are estimated to use an average of 2.6 days annually.

d. For maternity leave:

- i. There are an estimated 24,287 births each year to women employed in the private sector in New York City who currently lack paid vacation and sick leave (IWPR analysis of national data from the 2005-2008 Annual Social and Economic Supplement to the Current Population Survey (ASEC)).
- ii. Each of these workers is expected to take the maximum number of paid sick days, using the additional days (beyond those accounted for in paragraphs 2(a) – 2(c), above) for prenatal care or maternity recovery. This report estimates that employed women who give birth would use an additional 2.8 days for workers at small businesses (to bring their total usage to 5 days) and 5.9 additional days for workers at large businesses (to bring their total usage to 9 days).
- iii. Half of these pregnant workers are assumed to have an employed spouse or partner who would also use all their paid sick days to accompany the woman to doctor visits or provide care during her pregnancy.

e. To address needs resulting from domestic violence, sexual assault, or stalking:

- i. There are many available sources of data on the incidence of domestic violence and sexual assault in New York City, including the New York City Police Department (recorded criminal convictions for rape, recorded number of domestic disturbances), the New York City Department of Health (reported emergency room visits resulting from domestic violence), the New York State Department of Justice, the New York City Mayor's Office to Combat Domestic Violence (calls to domestic violence hotlines, number of applicants for public assistance who report experiencing domestic violence), and the federal Department of Justice Bureau of Justice Statistics (incidence of stalking).
- ii. Estimates of the incidence of these crimes range between 0.02% (criminal convictions for rape in New York City in 2008) and 2.81% (domestic disturbance calls to the NYPD). There is no way to determine whether the victims in these reported cases represent unique cases (rather than repeat victims); in addition, there is no way to determine whether these reports might result in an inability to go to work or the need to address the effects of violence. IWPR selected 0.5% as an estimated incidence requiring the use of paid sick days to address physical, mental, or legal

needs resulting from domestic violence, sexual assault, or stalking, or about 4,250 employees per year.

iii. It is assumed that workers utilizing sick days to address needs arising from domestic violence, sexual assault, or stalking will utilize days in addition to the average use for other needs. This amounts to 2.8 additional days for workers at small businesses (to bring their total usage to 5 days) and 5.9 additional days for workers at large businesses (to bring their total usage to 9 days).

3. How much do workers earn?

Average hourly wages and average daily work-hours are calculated by industry for the private-sector workforce using findings for the Middle Atlantic Census region from the 2005-2008 ASEC.

4. What other costs will employers incur?

a. Employers pay certain benefits and taxes as a percent of their payroll: retirement contributions and legally mandated payroll taxes (the employer's share of Social Security and Medicare taxes, plus federal and state unemployment insurance taxes and workers' compensation).¹⁰ These costs are calculated for the Middle Atlantic Census Region by industry from the 2007 Employer Costs for Employee Compensation survey (U.S. Bureau of Labor Statistics 2008).

b. Administrative expenses are estimated at 1.8 percent of wages. This is one-third the average ratio of administrative costs to benefit payments for state Temporary Disability Insurance programs (TDI) in California, New Jersey, and Rhode Island (U.S. Social Security Administration 2007). TDI is similar to paid sick days in that both relate to workers' illness-related work absence, but TDI is more complex, involving collection of payroll taxes, evaluation of medical disability, tracking of health status, and long-term benefit periods. It is likely that administration of a state-wide TDI program is more expensive than an employer's costs for adding a paid sick days policy to an existing payroll system.

5. How much productivity is already lost to sick employees on the job?

Employers pay substantial wages to employees who are unproductive because of health issues. Goetzel et al. (2004) estimate the average total annual productivity loss, per employee, for the top 10 most costly health conditions at between \$217.07, using low productivity loss estimates, and \$1,566.63, using average productivity loss estimates (in 2001 dollars).

Empirical studies document that workers with influenza have worse performance on a variety of tasks than healthy workers. A study that used random assignment of experimentally induced colds and influenza found that "minor illnesses . . . have significant effects on performance efficiency" during both incubation and symptomatic periods (Smith 1989, 68). A follow-up study discovered that performance impairment continues even after clinical symptoms have ended (Smith 1990). The National

Federation of Independent Business, a small-business association, reminds employers that “working when you’re sick and not up to your best stifles and muddles creativity and depletes energy and stamina” (Townes 2006).

Workers without paid sick days miss an average of 0.5 fewer days due to illness and injury than workers with paid sick days, when constrained to the maximum provided for by the New York City Paid Sick Time Act (IWPR analysis of the 2007 NHIS). Other research suggests that productivity during this extra time at work is only 50 percent of normal (Nichol 2001). The total cost to employers of this unproductive time, in terms of wages and associated payroll taxes, is \$19 million per year (see Table 2).

6. Will employers need to replace workers taking paid sick days?

Though some positions require temporary replacement of a sick worker due to scheduling constraints or legal restrictions (e.g. airline pilot, bus driver, or child care worker), hiring of temporary workers is likely to be relatively uncommon for the short leaves possible under the Paid Sick Time Act. For longer absences under the federal Family and Medical Leave Act, where leaves may total 12 weeks in a year, an average of 15 percent of leave-takers report that a replacement worker was hired to fill in for them during their leave (Cantor et al. 2001, Table A2-6.7). For long leaves under the FMLA, it is much more common for work to be covered by other employees or held for the absent worker to address when back on the job. As there is no available data on the frequency with which employers must replace workers utilizing short-term sick leave, this estimate uses 15 percent as its estimated frequency of the need for replacement workers.

Table 2. Productivity currently lost to ill workers on the job

Cost factor	Value	Notes / Source
Number of New York City workers who currently lack paid leave	850,101	IWPR analysis of 2008 Current Employment Statistics data from the New York City Department of Employment Security and of the March 2006 National Compensation Survey.
Lost productivity currently paid	0.4 days at 50 percent effectiveness	IWPR analysis of the 2006 NHIS; Nichol (2001).
Average hourly wage, workers who lack paid sick days	\$16.16	IWPR analysis of the 2005-2008 ASEC.
Average daily work-hours, workers who lack paid sick days	7.1	Same as above.
Cost of benefits and payroll taxes as share of hourly wage	Varies by industry, from 16 percent to 26 percent	U.S. Bureau of Labor Statistics (2008).
Total	\$19 million	

Note: Columns may not sum to total due to rounding. Monetary amounts are in 2008 dollars.

Source: Institute for Women's Policy Research.

Table 3. Cost of the Paid Sick Time Act

Cost factor	Value	Notes / Source
Number of New York City workers who currently lack paid leave	850,101	IWPR analysis of 2008 Current Employment Statistics data from the New York City Department of Employment Security and of the March 2006 National Compensation Survey.
Average number of days of paid sick days workers will take	Varies by industry Small firms: 2.2 days Large firms: 3.1 days	IWPR analysis of the 2007 National Health Interview Survey (NHIS).
Additional days taken by pregnant employed women and their partners, to bring their use to the maximum provided for in the proposal	Small firms: 2.8 days Large firms: 5.9 days	IWPR analysis of the 2005-2008 ASEC.
Additional days taken by victims of domestic violence, sexual assault, and stalking, to bring their use to the maximum provided for in the proposal	Small firms: 2.8 days Large firms: 5.9 days	IWPR analysis of domestic violence and crime statistics (various sources; see above).
Average hourly wage	Varies by industry from \$11.30 to \$28.30	IWPR analysis of the 2005-2008 ASEC.
Cost of benefits and payroll taxes as share of hourly wage	Varies by industry, from 17 percent to 27 percent	U.S. Bureau of Labor Statistics (2008).
Administrative expenses	1.8 percent of wages	U.S. Social Security Administration (2007).
Estimated cost to staff replacement workers	15% of absences	FMLA survey data from 1995 and 2000 (Cantor et al. 2001)
Subtotal:	\$362 million	
Adjustment: productivity currently lost to sick employees	\$19 million	See Table 2.
Total:	\$343 million	Before savings; see below.

Note: Columns may not sum to total due to rounding. Monetary amounts are in 2008 dollars.

Source: Institute for Women's Policy Research.

BENEFITS OF THE PROPOSED PAID SICK DAYS POLICY

Ensuring that workers have paid time off work when needed to take care of their own health needs or those of members of their families is likely to lead to improved health outcomes for workers and their families (Lovell 2004). Better health outcomes will reduce health care expenditures and increase quality of life.

While there is solid theoretical work suggesting the nature of these benefits, in some cases there are no specific empirical data for valuing a benefit. This report presents an estimate of three benefits of paid sick days and discusses other likely benefits. Future research may provide measures of these benefits that can be added to those analyzed here.

Cost savings #1: Reduced spread of the flu within workplaces; reduced overall absence and lowered productivity

Employers are increasingly aware of the cost of the spread of disease within workplaces that occurs when sick employees go to work, a practice known as presenteeism. Two of every five employers identify presenteeism as a problem for their organization (CCH Incorporated 2004a). As Dr. Richard Chaifetz notes, presenteeism can lead to “the spread of illness for an even greater reduction in productivity” than would be caused by an individual worker’s absence (ComPsych 2004). Firms with low employee morale are more likely to experience presenteeism than those with better morale (CCH Incorporated 2004b).

Empirical research has documented the widely suspected link between presenteeism and contagion within workplaces. Li, Birkhead, Strogatz, and Coles (1996) find lower rates of respiratory and gastrointestinal infection among nursing home residents when nurses have paid sick days, demonstrating that the spread of disease is diminished (at least in workplaces involving intimate physical contact) when ill workers can stay home. Potter et al. (1997) report reduced disease and mortality among patients in long-term care hospitals when health care workers are vaccinated against influenza.

Because influenza (the flu) is highly contagious and accounts for 10 to 12 percent of all illness-related employment absences—about the same portion as musculoskeletal disorders (Keech, Scott, and Ryan 1998)—the impact of paid sick days on transmission of the flu virus is likely to be the largest consequence of increased paid leave on the spread of disease in the workplace. Longini, Koopman, Haber, and Cotsonis (1988) estimate the probability of an individual contracting influenza from community contacts at 16.4 percent and from an infected household member at 26.0 percent. Islam, O’Shaughnessy, and Smith (1996) calculate the probability of an individual catching an infection from community contacts during a flu epidemic at 0.168;¹¹ intra-household disease transmission probabilities per cohabitant are a bit higher (mean of 0.177). These transmission rates suggest that a sick worker who is in the workplace while contagious is likely to infect 1.8 of every 10 co-workers.

By a low estimate, 5 percent of healthy working adults will get the flu in a given flu season (Nichol 2001). Studies find that workers with the flu miss one to five days of work (Nichol 2001). Half of employees out sick with the flu are attended by a caregiver, with an average work-loss of 0.4 days per caregiver (Keech, Scott, and Ryan 1998).

Workers with the flu also incur costs for doctor visits (45 percent seek medical care; Nichol 2001), hospitalizations (four hospitalizations per 10,000 flu cases; Nichol 2001), and purchase of prescription and non-prescription medications and other treatments (Kavet 1977). In addition, the flu kills one in every 100,000 infected individuals (Nichol 2001).

These factors are combined with workforce data to estimate savings under New York City Paid Sick Time Act from reduced spread of the flu in workplaces (Table 6). Detailed data are not available to estimate savings from other contagious diseases (see text box), although they would without doubt be significant.

The Cost of Other Contagious Diseases

The flu is the only contagious disease for which accurate data could be located on transmission rates, work absence, and treatment costs. A comprehensive accounting for the spread of all relatively common contagious diseases—including, e.g., colds, stomach flu (norovirus), mononucleosis, hepatitis, strep, and pink-eye—would certainly be much higher. In addition, costs related to work absence and health care use that result from the spread of disease in child-care settings and schools when parents cannot keep their sick children home are not calculated here.

Table 4. Cost savings from reduced spread of the flu within workplaces

Cost factor	Value	Source
Employers' wage costs		
Number of New York City workers who currently lack paid leave	850,101	IWPR analysis of 2008 Current Employment Statistics data from the New York City Department of Employment Security and of the March 2006 National Compensation Survey.
Influenza illness rate	5 percent	Nichol (2001), Table 6.
Contagion rate (i.e., each co-worker's chance of contracting the flu)	18 percent	Islam, O'Shaughnessy, and Smith (1996).
Assumed number of close daily work contacts	5 co-workers	Same as above.
Number of missed workdays per infected co-worker	2	Nichol (2001).
Number of missed workdays for employed caregivers of ill workers	50 percent of flu-stricken workers receive care; average of 0.4 lost workdays per caregiver	Keech, Scott, and Ryan (1998).
Lost productivity for infected co-workers on return to work	0.5 days at 50 percent productivity	Nichol (2001).
Average hourly wage, workers who lack paid sick days	\$16.16	IWPR analysis of the 2005-2008 ASEC.
Average daily work-hours, workers who lack paid sick days	7.1	IWPR analysis of the 2005-2008 ASEC.
Cost of benefits and payroll taxes as share of hourly wage	Varies by industry, from 17 percent to 27 percent	U.S. Bureau of Labor Statistics (2008).
Subtotal	\$11 million	

Cost savings #2: Reduced voluntary job turnover

What we can estimate: Having paid sick days reduces voluntary job mobility by three to six percentage points (the effect varies by sex and marital status; Cooper and Monheit 1993). Because workers value paid sick days, when they have that benefit, they are less likely to look for a different job. Workers who experience a health care crisis are also more likely to return to their employer if they have a paid leave policy – more than twice as likely, in the case of women with heart disease (Earle, Ayanian, and Heymann 2006).

If all New York City employers provide paid sick days, this effect on voluntary turnover may be reduced, since workers considering a job change may be more likely to have paid sick days both

at their current job and at their potential new job. However, employers in New York City will still compete for both employees and customers with businesses in surrounding cities that lack paid sick days laws. In addition, having paid sick days in a current job may increase worker loyalty to the current employer or reduce work/life conflict, even if the same benefit would be offered by any other employer. Since changing jobs is somewhat costly and risky for workers, even a universal paid sick days policy is likely to strengthen the attachment between workers and their current employers.

Other impacts that cannot be measured: Having paid sick days also affects involuntary turnover, by protecting workers from being fired for unauthorized work absences when they are sick or must care for sick family members (Heymann 2000, Earle and Heymann 2002). Seven percent of women's job separations are responses to health issues, and another 15 percent concern other family or personal reasons (Emsellem, Allen, and Shaw 1999). We lack data for accurately estimating the savings related to lowered involuntary turnover that would flow from the paid sick days proposal, although a recent national survey found that 11 percent of workers have lost a job for missing work when sick or to care for an ill family member (Smith 2008). Any overestimation in savings from voluntary turnover in this analysis will most likely be more than offset by savings in employer expenses from reduced involuntary turnover.

Why turnover is expensive for employers: Turnover entails a variety of costs for employers, of which actual outlays to recruit a new worker are only a small portion. Low productivity of new hires, drains on the productivity of the new worker's colleagues and supervisors, human resources processing time for exit and entry, training, and lost productivity during vacancies are also real costs to employers (Phillips 1990). A newly hired low-paid retail worker may lose sales—and customers—during the period the employee is learning about the employer's products, and may mistakenly undercharge for products (Johnson and Tratensek 2001).

Careful analyses of the range of impacts associated with turnover provide guidance on the true costs to employers. Phillips (1990) reports that replacing a mid-level manager costs 1.5 times the worker's annual salary. An estimate by Johnson and Tratensek (2001) pegs the cost of turnover of retail workers earning \$7 an hour at \$6,241, or 43 percent of their annual pay. A study of the costs of replacing front-desk associates at two hotels in New York found total turnover costs of 28 percent and 31 percent of annual compensation (Hinkin and Tracey 2000).

A widely cited rubric for calculating turnover costs places them at 25 percent of total annual compensation (Employment Policy Foundation 2002). This figure is used in this analysis to estimate employers' savings under the Paid Sick Time Act from reduced turnover.

For each percentage point reduction in turnover experienced by employers newly implementing paid sick days in New York City, a savings of \$96 million in prevented turnover costs is expected. The estimated percentage point reduction in turnover observed in the 1993 Cooper and Monheit study was 5.3 percentage points, suggesting that businesses could save as much as \$481 million by preventing voluntary turnover with paid sick days.

Table 5. Cost savings from reduced turnover

Cost factor	Value	Notes / Source
Number of New York City workers who currently lack paid leave	850,101	IWPR analysis of 2008 Current Employment Statistics data from the New York City Department of Employment Security and of the March 2006 National Compensation Survey.
Cost of turnover	25 percent of total compensation	Employment Policy Foundation (2002).
Average hourly wage, workers who lack paid sick days	\$16.16	IWPR analysis of the 2005-2008 ASEC.
Wages as percent of total compensation	20 percent	U.S. Bureau of Labor Statistics 2008.
Subtotal:	\$91 million	For each percentage point reduction in turnover
Percentage point reduction in voluntary turnover when paid sick days are provided	5.3	IWPR calculation of weighted average from Cooper and Monheit (1993), based on Lovell (2005).
Total:	\$481 million	Potential savings

Note: Columns may not sum to total due to rounding. Monetary amounts are in 2008 dollars.
Source: Institute for Women's Policy Research.

Benefits to workers and other benefits to measure when needed data become available

While data are currently lacking to calculate the economic impact of all the consequences of workers not having adequate paid sick days, it is certain that there are many other effects of lacking paid sick days, in addition to those discussed above, that do impose costs on workers, their families, employers, taxpayers, and society as a whole. Eliminating these costs thus confers benefit on society. They include the following:

1. Additional impacts of presenteeism on employers and workers

a. Health care expenditures for workers who are sick longer because they are unable to recuperate at home: extra expenditures for workers and firms.

Without adequate time to regain health, minor medical problems may be exacerbated (Grinyer and Singleton 2000), eventually requiring longer work absence and/or increased treatment costs.

b. Cost to employers of scheduling uncertainties

For example from workers who call at the start of their shifts to say they're ill, when they knew the previous day they would have to stay home with a sick child.

c. Improved morale and resultant productivity; impacts on co-workers and customers.

Enhanced worker loyalty and job satisfaction related to having adequate paid time off may translate into gains for employers through improved customer relations. In addition, “if ill health results in more accidents or increased errors, all who explicitly or even implicitly interact with unhealthy employees can become less productive” (Greenberg, Finkelstein, and Berndt 1995, 36).

2. Health and health care utilization impacts on family members when workers cannot provide care

Keeping children at home when they have contagious diseases like the flu can prevent illness and work absence among their schoolmates’ parents. Because “children are more susceptible to influenza, carry and spread the influenza virus over a longer period of time than adults, and are often the first to get the infection in the community” (King 2004), preventing children from being disease vectors in school and child-care settings can significantly reduce workplace absence and productivity effects among adults.

Children have better short- and long-term health outcomes when they are cared for by their parents (Palmer 1993); hospital stays are shorter when parents are involved in care (Kristensson-Hallstrom, Elander, and Malmfors 1997). With increased flexibility in attending to sick children, paid sick days are likely to reduce treatment costs and overall length of illness.

Heart attack survivors who perceive that they receive adequate tangible social support have decreased mortality rates and better overall health outcomes than those perceiving inadequate levels of tangible social support (Woloshin et al. 1997). Being married or having children (even if not living nearby) reduces the length of hospital stays for elderly patients in acute care wards (McClaran, Berglas, and Franco 1996). Stroke victims have better functional and social outcomes when they receive high levels of family social support, and are more likely to receive nursing home care if they have low levels of support (Tsouna-Hadjis et al. 2000). Workers with the flexibility provided by paid sick days may be able to positively affect the health status of their relatives with coronary disease and other chronic medical conditions by being more able to provide timely care.

3. Other impacts on families when workers cannot take time needed to provide care

When parents cannot stay home to care for sick children, older siblings may be kept out of school to care for their younger siblings (Dodson and Dickert 2004). These school absences may affect school performance and have long-range impacts on the older children’s education and work productivity.

Informal caregivers whose work schedules are incompatible with the care needs of their relatives may decrease their work hours or even leave the labor force completely (Stone and Short 1990). Paid sick days may provide sufficient leave to many caregivers to allow them to maintain their desired level of employment while continuing to perform their caregiving work as well.

4. Reduced expenditures for treating victims of outbreaks of norovirus and other disease vectors in nursing homes and other institutional settings

Paid sick days that allows ill workers to stay home can have very important public health impacts, by limiting the spread of contagious diseases. Data are not yet available to measure or calculate the benefits that might result from preventing the spread of all contagious diseases, but the impact of reducing the spread of highly contagious diseases in institutional settings such as nursing homes and busy, public locations such as restaurants is likely to be significant (Li et al. 1996).

5. Lost wages

Workers would not be suspended or fired for missing work without authorization when they are sick or a family member needs care (Browne and Kennelly 1999; Dodson, Manuel, and Bravo 2002).

6. Reduced expenditures on public assistance

Workers who lose their jobs due to having inadequate paid sick days would be less reliant on public assistance. For instance, 8.7 percent of workers who take an FMLA-type leave and do not receive their full wages during the leave turn to public assistance for support (Cantor et al. 2001, Table A1-4.8).

7. Increased financial stability and economic well-being of families

When incomes are not interrupted by unpaid leave, families experience greater financial stability and economic well-being.

8. The value of workers and their family members feeling better

Better health improves quality of life for workers and their families.

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¹ It can be very difficult to inform workers of changes in their employment benefits. For instance, three years after California’s new paid family leave program went into effect, only a quarter of workers know about their new right to take paid leave (Milkman 2008), despite the requirement that employers notify their employees of their right to paid family leave.

² Based on data from 2008. Estimates based upon other sources of data—such as analyses drawing on the “Unheard Third” survey conducted by the Community Service Society—differ from this estimate as a result of varying methodologies and samples, but nonetheless are similar in magnitude to the findings presented here.

³ Information on average hourly wages and average daily work hours are calculated from 2005-2008 Annual Social and Economic Supplement to the Current Population Survey for all businesses in the Middle Atlantic census region. Sample sizes are not sufficient to limit these analyses to New York City.

⁴ While it is the clear intent of the proposed New York City Paid Sick Time Act that workers have a separate benefit of paid sick days, in addition to any other paid leave they have, as drafted the proposal would accept a paid time off leave program that could be used for illness as meeting the requirements of the proposal. This estimate assumes that employers that currently offer paid vacation leave, but no paid sick days, would convert their vacation leave into a general paid time off program covering both vacation and sick leave and, thus, workers in such firms would not receive additional paid time off under the law. They would, however, receive important protections against dismissal or other penalties for using their statutorily mandated paid sick days.

⁵ In addition to these workers, some New Yorkers who do have paid sick days will receive additional days under the Paid Sick Time Act. This is not likely to have a significant cost impact, because (1) workers with one year of job tenure who have paid sick days are granted an average of eight days (IWPR analysis of the March 2006 National Compensation Survey), and (2) most workers will not use their full allotment of paid sick days. For some number of workers, though, these additional days will be very important in addressing health needs.

⁶ State-level data are not available from the National Health Interview Survey.

⁷ This assumes that work-loss reported in the 2007 NHIS includes own medical needs only, excluding doctor visits. However, due to respondent discretion in interpreting the survey's questions, reported work-loss "because of illness or injury" may include time off work to care for others and for doctor visits, in addition to time for workers' recuperation. To the extent that this occurs, the estimates presented here of days taken under the paid sick days proposal may overestimate actual leave-taking.

⁸ This is consistent with online survey research finding that a substantial share of workers with paid vacation leave does not use their full allotment (35 percent; Expedia.com 2007).

⁹ This estimate of the time involved in visiting the doctor is very conservative, in order to allow for some workers who may seek treatment at times when they are not scheduled to work. With travel and waiting time, a doctor visit could easily take two to four hours.

¹⁰ Other employer-provided benefits such as health insurance and paid holidays are typically costed as a monthly premium or annual allotment. A worker who is granted leave with pay would not cost an employer any more for these benefits than would a worker taking time off without pay.

¹¹ This is the mean of six rates derived from data on three disease outbreaks.

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The Institute for Women's Policy Research conducts rigorous research and disseminates its findings to address the needs of women, promote public dialogue, and strengthen families, communities, and societies. The Institute works with policymakers, scholars, and public interest groups around the country to design, execute, and disseminate research that illuminates economics and social policy issues affecting women and families, and to build a network of individuals and organizations that conduct and use women-oriented policy research. IWPR, an independent, non-profit, research organization also works in affiliation with the graduate programs in public policy and women's studies at The George Washington University.