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# Issue Brief

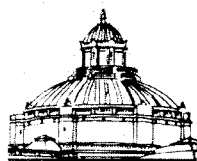
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**THE LABOR MARKET OF THE 1980S:  
UNEMPLOYMENT OMENS IN A GROWING ECONOMY**

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## CONTENTS

### SUMMARY

### ISSUE DEFINITION

### BACKGROUND AND ANALYSIS

- Economic Relationships
- The Unemployed
- Involuntary Part-time
- Discouraged Workers
- Summing-up
- Job Growth
- A National Problem?
- Policy Implications

### LEGISLATION

### FOR ADDITIONAL READING

THE LABOR MARKET OF THE 1980s:  
UNEMPLOYMENT OMENS IN A GROWING ECONOMY

SUMMARY

In July 1981 the United States economy peaked and the economic downturn which lasted until December 1982 began. Not until more than 4 years later (March 1987) did the average number of unemployed individuals fall to the level it was before the recession began. The unemployment rate itself is only 0.9 of a percentage point lower today than it was at the start of the recession (6.3% vs. 7.2%). This is true in spite of the fact that since the end of the recession the economy has generated more than 13 million jobs. Why hasn't the level of unemployment fallen below its pre-recession low? Why does the American worker appear to have accepted this high level of unemployment? What is the prognosis for the labor market in the immediate future and what actions is the 100th Congress taking to deal with the problems currently confronting the American worker?

Economic growth over the past 2 years has been modest (under 3% a year as measured by real gross national product change). Consequently, employment growth has been able only to absorb new entrants and reentrants into the labor force; it has not been able to reduce the unemployment level significantly.

The pool of unemployed workers today is made up of many diverse groups; thus, policies and programs may need to be crafted that take into account the common as well as the unique problems of these groups. The problems of job-search discouragement and involuntary part-time employment have also been raised recently. Similarly, unemployment may not necessarily be a national issue; rather, it may have become a State or regional problem.

There is also currently a debate over the nature of recent job growth: have most new jobs been created at the bottom of the skill and pay ladder or have they been at the higher skill and pay levels? The answer depends on what and how one measures employment opportunities.

The 100th Congress has begun to debate the nature and causes of current unemployment. The legislative proposals have been as diverse as the problems.

## ISSUE DEFINITION

The economic recovery from the 1981-1982 recession is now into its fifth year. The economy has generated about 12 million jobs from its previous high before the recession. Nevertheless, there are nearly as many Americans without jobs today as when the 1981-1982 recession started. During 1985 and 1986 unemployment was stuck around the 7% rate (there has been a decline below the 7% rate the past few months); for each of the last 24 months, about 7.5 to 8 million Americans have not been able to find jobs. The last time unemployment remained above the 7% level for any period of time, Congress took action and passed the Economic Stimulus Appropriations Act (May 1977) appropriating \$20.1 billion for public service, public works, and other job-generating programs. In the 100th Congress, what action, if any, might be taken to try to reduce unemployment?

## BACKGROUND AND ANALYSIS

### Economic Relationships

As a general rule of thumb, the real gross national product (GNP) must grow by about 2.5% to 3.0% just to maintain a given rate of unemployment in the face of a growing labor force. In order to reduce the unemployment rate by one-half of a percentage point, it is generally assumed that real GNP will need to grow by an additional percentage point above the 2.5% to 3.0% percent range. This is because of offsetting factors such as increased labor productivity, reentry of persons into the labor market in response to increasing employment opportunities, and longer work weeks. In 1985 real GNP grew by 2.7%; in 1986 the growth rate was 2.5%; and for 1987 it is projected to be 2.5%. Thus, for the coming year, little, if any, improvement is expected in the unemployment rate.

Another significant fact is the slow rate of labor force growth experienced in the current recovery. In the first 4 years after the 1973-1975 recession, the labor force grew at an annual rate of 2.9%. In the current recovery the labor force has grown by only 1.9%. If the labor force had increased at the same rate as in the post 1973-1975 recovery, the level and rate of unemployment today would most likely be much higher. Nevertheless, from an aggregate point of view, adding an average of 2 million jobs to the economy every year may not sound too bad. But the growth has not been even across all industries (table 1). For example, over the past year 3.3 million jobs have been added to the economy (May 1986 - May 1987), all in the service producing sector. Of those industries in the goods producing sector (mining, construction, and manufacturing), only construction industry employment increased. (The employment decline in the mining industry has outweighed the construction and modest manufacturing gains, causing total employment in this sector to fall over the year.)

### The Unemployed

It is the workers from these declining industries about whom the Congress, and recently President Reagan, have been most concerned. The chairman of the Secretary of Labor's Task Force on Economic Adjustment has noted that half of all the job losses in the last recession were permanent. (In past recessions, about one-third of the job losses were permanent.) Since these job losers have little chance of regaining employment with their previous employer, they have come to be called "dislocated" or "displaced" workers. According to the Bureau of Labor Statistics, among these workers (workers who had been at their jobs for at least 3 years before they became unemployed) who lost their jobs between January 1981 and January 1986, two-thirds were reemployed, about one-fifth were unemployed, and 15% had dropped out of the labor force when surveyed in January 1986. Of the 3.4 million reemployed workers, many had taken jobs at lower rates of pay (44%). Furthermore, about 330,000 who had been working full-time were now working only part-time.

Many labor market observers have argued that the large excess of manufactured imports over exports over the past few years has been the primary reason for the decline in manufacturing employment. Between 1977 and 1980 it is estimated that export-related production in the manufacturing industry accounted for 80% of the gain in manufacturing employment during those years. Since then, in part because of the strength of the dollar relative to other currencies, this job generating process has reversed itself. A Department of Commerce study concluded that jobs directly or indirectly related to exports fell by 1.8 million between 1980 and 1984 (mostly in manufacturing). Another study found that between 700,000 and 2.1 million jobs were lost in 1984 due to (non-oil) imports, depending upon one's assumptions. The Commerce Department also found, however, that between 1980 and 1984 there were employment gains from trade in the agricultural, wholesale and retail trade, transportation, communication, utility, financial, and services sectors. Thus, while the trade problem has had a negative impact on the manufacturing sector, such has not been the case in other sectors of the economy.

Strong international competition in the manufacturing sector has had another important consequence -- a move towards efficiency in the industry. While employment in the industry has not achieved its pre-recession peak, real output surpassed the previous level in 1984. During the recovery from the 1981-1982 recession, productivity in manufacturing has increased at an annual rate of 4.2% as compared to a 0.9% rate for non-manufacturing businesses. Thus, fewer workers are needed to produce higher levels of output. These improvements in productivity further reduce the chances of displaced workers regaining their jobs.

In the consideration of policy alternatives to address the dislocated worker problem, it is therefore important to take into account the gains being made in the manufacturing industry. If one were to conclude that the decline in manufacturing employment has been due totally to foreign competition, policy decisions based on this conclusion may not be appropriate. Because foreign competition has awakened American

manufacturers for the need to modernize, restricting trade may not lead to any significant increases in manufacturing employment. Fewer workers are now needed to produce previous levels of output. Policy considerations should, therefore, take into account productivity gains and perhaps focus on means to deal with the transition to a more efficient manufacturing industry.

Displaced workers, however, make up only about 1 million of the 7.5 to 8 million persons reported as unemployed each month. Who are the other 7 million? About 1.4 million of the unemployed are teenagers (16 to 19 years old). Nearly 75% of this group are white and 25% black. Teenage unemployment has been in the 17% to 18% range over the past year. For white teens the rate has ranged between 15% and 16%; for black teens between 35% and 40%. These high rates of teenage unemployment, however, can be misleading. The pool of unemployed teenagers is made up of full-time students living at home; some who are seeking part-time work and only at the hours that they are free; and others who are testing alternative jobs and who remain unemployed for only short periods of time. On the other hand, the pool of unemployed teenagers does not include those who have become discouraged and have given up looking for work. With whom then does the problem lie? One group has been identified as having a persistent problem in finding work and remaining unemployed for long periods of time -- minority high-school dropouts from low-income families. This group makes up less than 10% of unemployed teens.

Nearly one-third of those currently unemployed are prime age men (aged 25 to 54). This is up significantly from one-fourth of those unemployed prior to the 1981-1982 recession. A recent study has concluded that most of these men have dependents. It is also important to note that only one out of every five men in this age group has been identified as a displaced worker. Thus, a significant proportion of today's unemployed prime-aged men are not those whose jobs were abolished or whose plants shut down. They are, however, increasingly job losers rather than those who have left their jobs voluntarily. Since prime-age men tend to be in higher wage occupations, these workers have been found to have longer spells of unemployment as they seek out jobs paying comparable wages. What allows these men to prolong their spells of unemployment?

Another 25% of the unemployed are prime-age women between the ages of 25 and 54. Unlike for prime age men, however, this percentage is up only slightly from 23% before the 1981-1982 recession started. On the other hand, the proportion of this group that is employed has increased from 62% to about 67% over the same time period. In fact, the number of prime-age women finding employment over the post-recession period has been greater than the number of prime-age men. The number of dual-worker couples has increased by nearly 20% since the end of the recession. Families in which both the husband and wife work now make up 46% of all couples, up from 39% in 1982. Thus, an unemployed worker may now be better financially able to extend the length of his/her job search and extend his/her period of unemployment before having to accept a job that pays less than the one they held previously. In summary, the increasing number of dual-earner families has, most likely, reduced the financial burden associated with a period of unemployment. Nevertheless, there are strong signs that many unemployed persons will need to accept lower wage levels if they hope to become reemployed.

### Involuntary Part-time

In 1986 about 5.5 million workers held part-time jobs even though they would have preferred to have worked full time. This number was virtually unchanged from its 1985 level. While down from its post-recession peak, the 1986 level is relatively high by historical standards. The fact that this level has not declined may indicate that some workers have chosen part-time work over unemployment. To the extent that this is true, the unemployment rate is lower than it might otherwise be and the employment level higher than it might otherwise be.

### Discouraged Workers

Increasing attention has been given to a group of individuals who are not in the labor force, think that they want to work, but do not look for work because they believe that there are no jobs available for them. Officially, this group is called discouraged workers. In the fourth quarter of 1986, there were about 1.1 million persons in this group. The size of the discouraged worker population changed little over the past year and is larger than the number of discouraged workers that existed before the dual recessions of the 1980-1982 period.

### Summing-up

Sluggish real economic growth, a slow growing labor force, and the increase in the number of families with two or more workers have led to an unemployment rate that has shown little improvement over the past several years. Slow economic growth is projected to continue; thus we should not be surprised to see only a modest improvement in the unemployment rate over the next year.

### Job Growth

The significance of the rapid growth in the service sector in the United States is a matter of considerable debate. At the heart of the debate is the concern that low wage jobs are increasing rapidly while high paying jobs are increasing slowly. Over 20% of the jobs added to the economy in the 1982-1986 period were in the executive, administrative, and managerial occupations (see table 3). Full-time workers in this group had the highest median weekly earnings of any occupational group in 1986 (\$511). The sales occupations accounted for the next highest number of new jobs over this time period (about 20%). Full-time workers in these occupations earned only slightly more than two-thirds of what managerial workers made (\$351). The third highest group with respect to job gains were professional occupations (14%). This group had the second highest level of weekly median earnings (\$500). Administrative support (including clerical) workers followed close behind (12%). The median weekly earnings for full-time workers in this group was \$300 or about 60% of the managerial wage. Employment in the service occupations (excluding private household and protective service workers) grew by 11%. Full-time median weekly earnings of this group were \$209 in 1986, the lowest of any major

occupational group. The construction trade occupations increased by about 10% from 1982 to 1986. Median weekly earnings for this group were \$401. These six groups accounted for 86% of the 1982-1986 employment growth.

Putting these pieces together, we find that three of the six groups discussed above (accounting for about 43% of the jobs created during the 1982-1986 period) paid above the median weekly earnings of all full-time wage and salary workers (\$358). Median weekly earnings of sales workers (14% of the period's job growth) were very close to the earnings figure for all workers. Only in the case of administrative support (including clerical) and service (excluding private household and protective service) workers (accounting for 23% of the 1982-1986 employment growth) were jobs created below the median weekly earnings for all full-time workers. These data question the validity of the argument that most of the post recession job growth has been in low paying jobs.

In these debates over job growth a very important fact is being overlooked -- the vast majority of jobs that become available during a year are the result of replacement rather than the addition of new jobs. The latest data available for measuring replacement needs are from 1983-1984. Using the separation rates calculated by the Bureau of Labor Statistics (the percentage of persons whose occupation this year is different from their occupation last year), we can estimate the number of jobs that became available during the recovery as a result of "replacement needs." (This calculation is shown in table 3.) The six occupational groups discussed earlier that accounted for 86% of the new employment growth over the 1982-1986 period accounted for only 50% of all job openings that became available during this time period.

Administrative support (including clerical) occupations offered the greatest number of job opportunities over the post-recession period (14 million jobs accounting for 17% of all job openings). Service occupations (excluding private household and protective services) were a close second (about 12 million openings or 15% of total openings). Next were sales occupations (11 million jobs and 14% of all openings); executive, administrative, and managerial occupations (7 million openings or 9% of the total); professional occupations (6.7 million openings or 8% of the total); and machine operators, assemblers, and inspectors (6.2 million openings or 7.6% of the total). Construction trade occupations, which were 10% of new employment growth over the post-recessionary period, were less than 5% of total job openings over the same period. Thus, while new employment growth since the end of the 1981-1982 recession has been primarily in the high-wage occupations, total employment openings (taking into account replacement needs) has been in low-wage occupations. (See chart 1.)

#### A National Problem?

In 1981 the annual average unemployment rate for the Nation as a whole was 7.5%. Twenty-three States had unemployment rates exceeding this level and accounted for 57% of all unemployed persons in 1981. In 1986 the national unemployment rate averaged 6.9%. Twenty-three States again exceeded this national average (not all the same States but there was



considerable overlap), but in 1986 they accounted for only 50% of all unemployed persons. This indicates that when the 1981-1982 recession began, unemployment was concentrated in the more populous States. More specifically, 48% of the civilian labor force lived in the 23 States that had an unemployment rate above the national average in 1981; in 1986 only 40% of the civilian labor force lived in the 23 States with unemployment above the national average. Thus, while an equal number of States have unemployment rates above the national average today as they did 5 years ago, they account for a smaller proportion of the Nation's labor market. Perhaps this phenomenon helps explain why the United States has tolerated a prolonged period of relatively high unemployment for a relatively long period of time.

### Policy Implications

The above discussion illustrates that the problems existing in the U.S. labor market today are multifaceted; therefore, there is no single solution. Coordinated fiscal and monetary policies geared toward stronger economic growth will enable us to absorb normal labor force growth and to begin to reduce the historically high rate of national unemployment. Youth -- disadvantaged youth in particular -- will require programs not only to prepare them for the world of work today but also to encourage them to remain in school so they can enter the labor market prepared to deal with the new technologies that are constantly changing the nature of work.

The Nation's manufacturing sector has shown its sensitivity to international competition in the 1980s. While the industry is taking positive steps to modernize in order to remain competitive, there will be inevitable job loss as productivity within the sector continues to increase. What, if anything, can be done for those displaced as a result of the increased competition? Most analysts are suggesting retraining; but how is this best accomplished and for which jobs should these workers be retrained?

The multiple-worker family now appears to be the norm rather than the exception. How has this changed the burden of unemployment? What does it mean in terms of programs and policies to aid the unemployed? These are issues we are now only beginning to investigate.

And what about the future nature of work? What type of employment opportunities will be available for workers in the upcoming decade? While recent new job growth has been concentrated in higher paying service industries, will this trend continue? More importantly, more attention will need to be given to jobs that develop because of replacement needs which by far and away are the major source of employment opportunities that exist at any given time in this country.

## LEGISLATION

As analyzed above, the current unemployment "problem" is really a composite of many problems. For the most part, congressional responses to deal with the problems are similarly disparate. Legislation has been introduced directed toward disadvantaged youth, dislocated workers, and the hard-core unemployed. A sampling of the legislation follows:

### Youth

#### **H.R. 16 (Hawkins)**

Establishes a program to provide part-time school year and full-time summer employment to unemployed, economically disadvantaged youth (16-19) who are pursuing further education or training leading to meaningful unsubsidized employment. Introduced Jan. 6, 1987; referred to Committee on Education and Labor. Referred to Employment Opportunities Subcommittee Feb. 23, 1987.

#### **H.R. 18 (Udall)/ S. 27 (Moynihan)**

Establishes the American Conservation Corps for economically, socially, physically, or educationally disadvantaged youth (16-25). H.R. 18 introduced Jan. 6, 1987; referred to Committees on Interior and Insular Affairs, and Education and Labor. Referred to Employment Opportunities Subcommittee Feb. 23, 1987. Hearings held May 21, 1987. S. 27 introduced Jan. 6, 1987; referred to Committee on Energy and Natural Resources. Referred to National Parks and Public Lands Subcommittee Feb. 5, 1987.

#### **H.R. 687 (Roybal)/ H.R. 978 (Gaydos)**

Establishes the Civilian Conservation Corps II for youth (16-25) to perform such projects on public or Indian lands or waters as the Secretary of the Interior may authorize. H.R. 687 introduced Jan. 21, 1987; H.R. 978 on Feb. 4, 1987. Both bills referred to Committee on Education and Labor. Bills referred to Employment Opportunities Subcommittee Feb. 23, 1987.

### Dislocated Workers

#### **H.R. 90 (Hawkins)**

Establishes programs of education and training for workers who become unemployed because of imports and technological change. Identical to the education and training component of last year's Trade and International Economic Policy Reform Act which passed the House in 1986. Introduced Jan. 6, 1987; referred to Committee on Education and Labor. Hearings held Feb. 10, 11, 19, 25 and Mar. 4, 11, 12, 1987. Ordered reported out by Committee with amendments, Apr. 1, 1987. Provisions of measure incorporated into H.R. 3.

#### **H.R. 1122 (W. Ford et al)**

Implements the recommendations of the Secretary of Labor's Economic Adjustment and Worker Dislocation Task Force. Introduced Feb. 18, 1987; referred to Committee on Education and Labor. Hearings held by Labor-Management Relations and Employment Opportunities Subcommittees Mar. 17, 1987. Ordered reported, amended, June 9. Reported, amended, Aug. 7, 1987 (H.Rept. 100-285).

**H.R. 1155 (Michel et al.)/ S. 539 (Dole et al.)**

Administration's "competitiveness" package. Among other things, establishes a new worker readjustment program for dislocated workers, an expanded summer program under the Job Training and Partnership Act for AFDC youth, and decentralization of the Employment Service and Unemployment Insurance System. Both bills introduced Feb. 19, 1987; H.R. 1155 referred to more than one committee. Provision of measure incorporated into H.R. 3 Mar. 18, 1987. S. 539 read twice and put on Senate Legislative Calendar under General Orders (Calendar No. 18).

**S. 538 (Metzenbaum et al.)**

Implements the recommendations of the Secretary of Labor's Task Force on Economic Adjustment and Worker Dislocation. Similar but not identical to H.R. 1122. Introduced Feb. 19, 1987; referred to Committee on Labor and Human Resources. Hearings held by Subcommittee on Employment and Productivity and Subcommittee on Labor Mar. 10 and 26, 1987. Committee markup held May 8, 1987; reported out May 19, 1987 with amendments; placed on Senate Legislative Calendar under General Orders (Calendar No. 129). Written report filed by Senator Kennedy June 2, 1987 (S.Rept. 100-62). Measure incorporated into S. 1420 July 22, 1987.

**Agricultural Workers****H.R. 1202 (Bereuter et al.)**

Establishes under the Job Training and Partnership Act a program to prepare farmers, ranchers, and workers in agriculture-related business and industry for transition to other economic opportunities. Introduced Feb. 24, 1987; referred to Committee on Education and Labor. Referred to Employment Opportunities Subcommittee Mar. 16, 1987.

**Disadvantaged Workers****H.R. 30 (Hawkins)**

Establishes comprehensive programs of education, training, and employment assistance in the States to enable families receiving public assistance benefits to achieve long-term self-sufficiency. Introduced Jan. 6, 1987; referred to Committee on Education and Labor. Committee hearings held Apr. 29, 30, May 5.

**H.R. 40 (Hawkins)**

Provides employment opportunities to long-term unemployed individuals in high unemployment areas in projects to repair and renovate vitally needed community facilities. Introduced Jan. 6, 1987; referred to Committee on Education and Labor. Referred to Employment Opportunities Subcommittee Feb. 23, 1987.

**H.R. 198 (Oberstar)**

Provides an emergency public works jobs program by authorizing the construction of short-term infrastructure repair projects. Introduced Jan. 7, 1987; referred to Committee on Public Works. Referred to Economic Development Subcommittee Feb. 5, 1987.

**H.R. 1155 (Michel)/ S. 539 (Dole)**

See description under dislocated workers.

**H.R. 1720 (H. Ford)**

Replaces the existing AFDC program with a new Family Support Program which emphasizes work, child support, and need-based family support supplements and amends title IV of the Social Security Act to encourage and assist needy children and parents under the new program to obtain the education, training, and employment needed to avoid long-term welfare dependence. Introduced Mar. 19, 1987; referred to more than one committee. House Education and Labor Committee hearings held Apr. 29, 30 and May 5, 1987. Health and the Environment Subcommittee of House Energy and Commerce Committee held hearings Apr. 24, 1987. Public Assistance and Unemployment Compensation Subcommittee of House Ways and Means Committee held hearings Mar. 30 and Apr. 1, 1987; markup held Apr. 2, 6, 7, 8, 9, 1987; forwarded to full committee Apr. 9, 1987. Committee markup held May 19, 1987. Reported, amended, by Committee on Education and Labor (H.Rept. 100-159, Part 1) Aug. 7, 1987. Reported, amended, by Committee on Energy and Commerce Sept. 15, 1987 (H.Rept. 100-159, Part 3). Reported, amended, by Committee on Ways and Means June 17, 1987 (H.Rept. 100-159, Part 2).

**S. 514 (Kennedy et al.)**

Establishes under the Job Training Partnership Act an incentive bonus for the successful placement of certain employable dependent individuals. Introduced Feb. 5, 1987; referred to Committee on Labor and Human Resources. Hearings held by Employment and Productivity Subcommittee Mar. 6, 1987. Reported with an amendment in the nature of a substitute to full committee Mar. 18, 1987. Reported to Senate by full committee Mar. 20, 1987 with an amendment in the nature of a substitute and an amendment to the title (S.Rept. 100-20). Placed on Senate Legislative Calendar Mar. 20, 1987, under General Orders. Passed Senate with an amendment and amendment to the title Apr. 2, 1987. Referred to House Committee on Education and Labor Apr. 7, 1987; hearings held Apr. 29, 30, and May 5, 1987.

**S. 777 (Simon)/H.R. 2197 (Hawkins)**

Establishes public service jobs to guarantee employment opportunities to jobless persons who cannot find work in the private sector. S. 777 introduced Mar. 18, 1987; referred to Committee on Labor and Human Resources. Hearings held by Employment and Productivity Subcommittee Mar. 23, 1987. Joint hearing with Subcommittee on the Handicapped held Apr. 28, 1987. H.R. 2197 introduced Apr. 29, 1987; referred to Committee on Education and Labor. Referred to Employment Opportunities Subcommittee May 8, 1987. Hearing held Sept. 30, 1987.

**FOR ADDITIONAL READING**

Shank, Susan E. and Steven E. Haugen. The employment situation during 1986: job gains continue, unemployment dips. Monthly labor review, February 1987: 3-10.

U.S. Library of Congress. Congressional Research Service. Employing youth: dimensions of the problem, by Dennis M. Roth. [Washington] Apr. 24, 1984. 39 p.  
CRS Report 84-72 E

----- Employment status of the states: data and trends [by] Linda LeGrande. [Washington] 1982. (Updated regularly).  
CRS Issue Brief 82098

TABLE 1. Employment Growth from Pre- and Post-Recession Levels by Industry

	Employment		Employment		Change in		Change in		Distribution		Distribution	
	July 1981	Dec. 1982	July 1981	Dec. 1986	Employment	Dec. 1982-	Employment	July 1981-	of Employment	Dec. 1986	of Employment	Growth
Total	91,460	88,646	101,322	101,322	12,676	Dec. 1986	9,862	Dec. 1986	100.0	100.0	100.0	
Goods producing sector	25,701	22,873	24,920	24,920	2,047		(781)		16.1	16.1	-7.9	
Mining	1,174	1,011	738	738	(273)		(436)		-2.2	-2.2	-4.4	
Construction	4,186	3,821	4,996	4,996	1,175		810		9.3	9.3	8.2	
Manufacturing	20,341	18,041	19,186	19,186	1,143		(1,155)		9.0	9.0	-11.7	
Service producing sector	65,759	65,773	76,402	76,402	-10,629		10,643		83.9	83.9	107.9	
Transportation & public utilities	5,179	5,017	5,359	5,359	342		180		2.7	2.7	1.8	
Wholesale trade	5,371	5,201	5,859	5,859	658		488		5.2	5.2	4.9	
Retail trade	15,240	15,196	18,206	18,206	3,010		2,966		23.7	23.7	30.1	
Finance, insurance, & real estate	5,311	5,357	6,472	6,472	1,115		1,161		8.8	8.8	11.8	
Services	18,626	19,163	23,578	23,578	4,415		4,952		34.8	34.8	50.2	
Government	16,032	15,839	16,928	16,928	1,089		896		8.6	8.6	9.1	

Source: Bureau of Labor Statistics, U.S. Department of Labor

TABLE 2. Employment Growth from Pre- and Post-Recession Levels by Selected Categories

	Employment Employment		Change in		Distribution		Distribution
	July 1981	Dec. 1982	Dec. 1986	July 1981- Dec. 1986	Dec. 1986	Dec. 1986	
Total (in thousands)	100,693	99,005	110,637	11,632	9,944	100.0	100.0
Men	57,596	55,787	61,393	5,606	3,797	48.2	38.2
16-19	3,782	3,276	3,292	16	-490	0.1	-4.9
20-24	7,608	7,093	7,157	64	-451	0.6	-4.5
25-54	37,459	36,947	42,485	5,538	5,026	47.6	50.5
55+	8,723	8,450	8,507	57	-216	0.5	-2.2
Women	43,097	43,268	49,244	5,976	6,147	51.4	61.8
16-19	3,414	3,093	3,186	93	-228	0.8	-2.3
20-24	6,607	6,459	6,458	-1	-149	.0	-1.5
25-54	27,314	27,985	33,762	5,777	6,448	49.7	64.8
55+	5,793	5,760	5,842	82	49	0.7	0.5
White	89,003	87,362	96,533	9,171	7,530	78.8	75.7
Men	51,539	49,781	54,225	4,444	2,686	38.2	27.0
16-19	3,445	2,975	2,939	-36	-506	-0.3	-5.1
20+	48,094	46,806	51,286	4,480	3,192	38.5	32.1
Women	37,464	37,581	42,308	4,727	4,844	40.6	48.7
16-19	3,108	2,799	2,852	53	-256	0.5	-2.6
20+	34,356	34,782	39,456	4,674	5,100	40.2	51.3
Black	9,317	9,138	10,986	1,848	1,669	15.9	16.8
Men	4,768	4,563	5,524	961	756	8.3	7.6
16-19	259	216	280	64	21	0.6	0.2
20+	4,509	4,347	5,244	897	735	7.7	7.4
Women	4,549	4,575	5,444	869	895	7.5	9.0
16-19	235	220	262	42	27	0.4	0.3
20+	4,314	4,355	5,182	827	868	7.1	8.7
Hispanic	5,851	5,780	7,446	1,666	1,595	14.3	16.0
Married men, spouse present	38,885	37,510	40,093	2,583	1,208	22.2	12.1
Married women, spouse present	24,090	24,079	27,400	3,321	3,310	28.6	33.3
Women who maintain families	4,900	5,028	6,005	977	1,105	8.4	11.1

Source: Bureau of Labor Statistics, U.S. Department of Labor

TABLE 3. Job Openings 1982-1986: New Jobs vs. Replacement Needs

	Employed 1982	Employed 1986	Employment Change 1982-1986	Percent Growth 1982-1986	Distribution 1982-1986	Total Openings 1982-1986	Distribution of Total Openings	Replacement as % of Total Openings
<b>Total</b>	99,526	109,597	10,071	10.1	100.0	80,934	100.0	87.6
<b>Managerial &amp; Professional</b>	23,132	26,554	3,402	14.7	33.8	13,734	17.0	75.2
Executive, administrative, and managerial	10,597	12,642	2,045	19.3	20.3	7,004	8.7	70.8
Professional specialty	12,535	13,911	1,356	10.8	13.5	6,730	8.3	79.9
Technical, Sales, & Admin. Support	30,770	34,354	3,584	11.6	35.6	23,139	28.0	86.6
Sales occupations	11,249	13,245	1,996	17.7	19.8	8,909	13.5	81.7
Retail & personal services	5,219	5,927	708	13.6	7.0	6,033	8.3	89.5
All other sales occupations	6,030	7,318	1,288	21.4	12.8	n.a.	n.a.	n.a.
Administrative Support, including Clerical	16,507	17,745	1,238	7.5	12.3	12,743	17.3	91.1
Service Occupations	13,494	14,680	1,186	8.8	11.8	12,414	16.8	91.3
Private household	1,043	981	-62	-5.9	-0.6	1,656	2.0	103.9
Protective service	1,609	1,787	178	11.1	1.8	869	1.3	83.0
All other	10,842	11,913	1,071	9.9	10.6	10,755	14.6	90.9
Food service	4,849	5,127	278	5.7	2.8	6,110	7.8	96.5
Health service	1,713	1,823	110	6.4	1.1	1,425	1.9	92.8
Cleaning & building service	2,595	2,861	266	10.3	2.6	2,367	3.3	89.9
Personal service	1,685	2,101	416	24.7	4.1	1,705	2.6	80.4
Precision Production, Craft, & Repair	11,775	13,405	1,630	13.8	16.2	7,018	10.7	81.2
Mechanics & repairers	3,927	4,374	447	11.4	4.4	2,073	3.1	82.3
Construction trades	3,957	4,924	967	24.4	9.6	3,659	4.5	73.3
All other	3,892	4,108	216	5.5	2.1	2,195	3.0	91.0
Operators, Fabricators, & Laborers	16,550	17,160	610	3.7	6.1	14,365	18.5	95.9
Machine operators, assemblers, & inspectors	7,874	7,911	37	0.5	0.4	6,142	7.6	99.4
Transportation & material moving	4,198	4,564	366	8.7	3.6	3,140	4.3	89.6
Handlers, equipment cleaners, helpers, & laborers	4,478	4,685	207	4.6	2.1	5,051	6.5	96.1
Construction	561	743	182	32.4	1.8	635	1.0	77.7
All other	3,916	3,942	26	0.7	0.3	n.a.	n.a.	n.a.
Farming, Forestry, & Fishing	3,751	3,444	-307	-8.2	-3.0	3,226	3.6	110.5

Source: Calculated from data published by the Bureau of Labor Statistics, U.S. Department of Labor



**TABLE 4. Labor Force Statistics, 1947-1987**  
**(persons 16 years of age and over, in thousands)**

<u>Year</u>	<u>Non-Inst. Population</u>	<u>Civ. Labor Force (CLF)</u>	<u>Total Employed</u>	<u>Total Unem- ployed</u>	<u>Unemploy- ment Rate (% of CLF)</u>
1947	101,827	59,350	57,038	2,311	3.9
1948	103,068	60,621	58,343	2,276	3.8
1949	103,994	61,286	57,651	3,637	5.9
1950	104,995	62,208	58,918	3,288	5.3
1951	104,621	62,017	59,961	2,055	3.3
1952	105,231	62,138	60,250	1,883	3.0
1953*	107,056	63,015	61,179	1,834	2.9
1954	108,321	63,643	60,109	3,532	5.5
1955	109,683	65,023	62,170	2,852	4.4
1956	110,954	66,552	63,799	2,750	4.1
1957	112,265	66,929	64,071	2,859	4.3
1958	113,227	67,639	63,036	4,602	6.8
1959	115,329	68,369	64,630	3,740	5.5
1960*	117,245	69,628	65,778	3,852	5.5
1961	118,771	70,459	65,746	4,714	6.7
1962*	120,153	70,614	66,702	3,911	5.5
1963	122,416	71,833	67,762	4,070	5.7
1964	124,485	73,091	69,305	3,786	5.2
1965	126,513	74,455	71,088	3,366	4.5
1966	128,058	75,770	72,895	2,875	3.8
1967	129,874	77,347	74,372	2,975	3.8
1968	132,028	78,737	75,920	2,817	3.6
1969	134,335	80,734	77,902	2,832	3.5
1970	137,085	82,771	78,678	4,093	4.9
1971	140,216	84,382	79,367	5,016	5.9
1972*	144,126	87,034	82,153	4,882	5.6
1973*	147,096	89,429	85,064	4,365	4.9
1974	150,120	91,949	86,794	5,156	5.6
1975	153,153	93,775	85,846	7,929	8.5
1976	156,150	96,158	88,752	7,406	7.7
1977	159,033	99,009	92,017	6,991	7.1
1978*	161,910	102,251	96,048	6,202	6.1
1979	164,863	104,962	98,824	6,137	5.8
1980	167,745	106,940	99,303	7,637	7.1
1981	170,130	108,670	100,397	8,273	7.6
1982	172,271	110,204	99,526	10,678	9.7
1983	174,215	111,550	100,834	10,717	9.6
1984	176,383	113,544	105,005	8,539	7.5
1985	178,206	115,461	107,150	8,312	7.2
1986*	180,587	117,834	109,597	8,237	7.0
1987I**	182,002	119,202	111,254	7,948	6.7

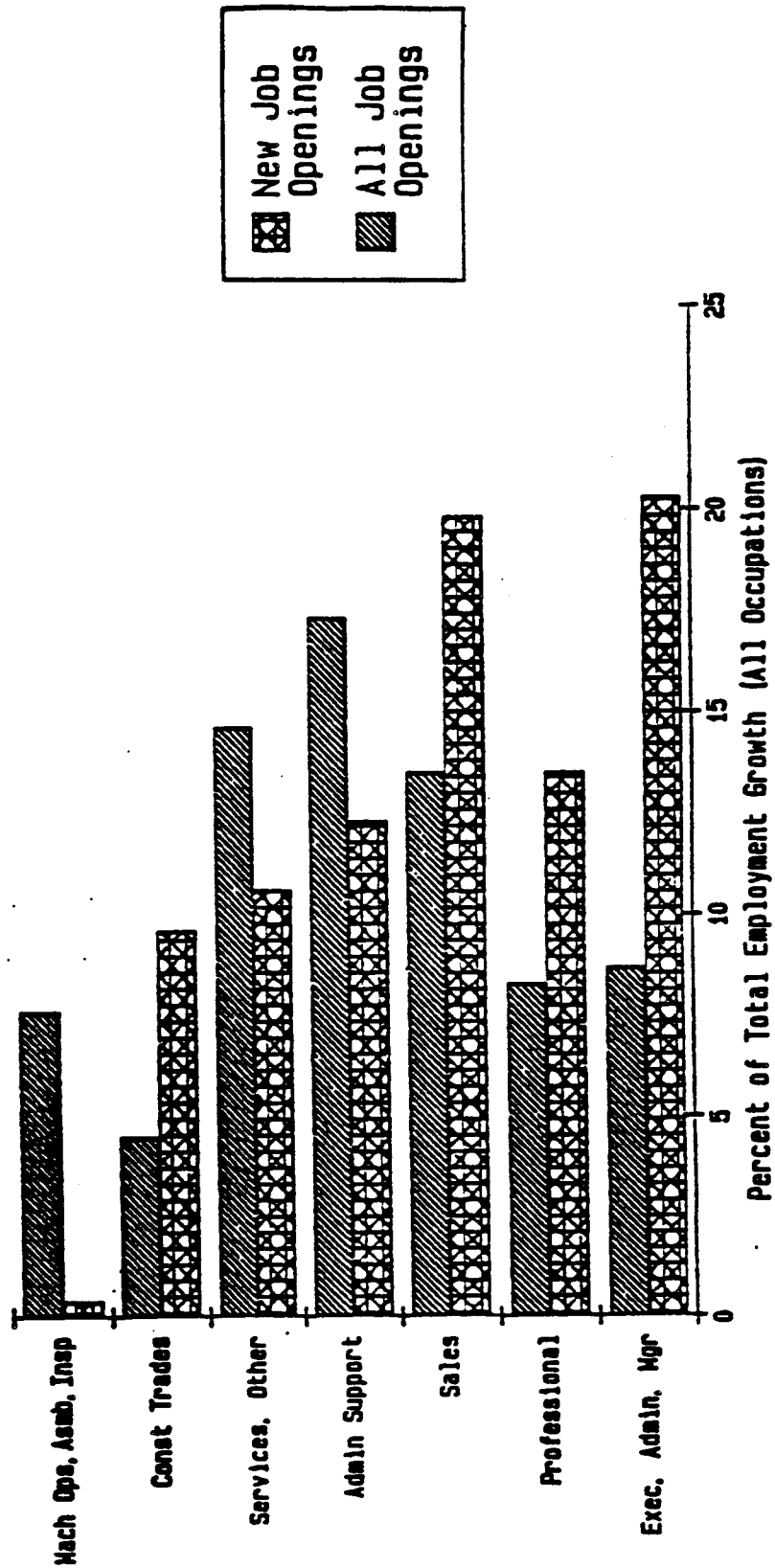
\* Not strictly comparable with prior years due to the introduction of population adjustments in these years.

\*\* Data for 1987 are by quarters.

Source: Bureau of Labor Statistics, U.S. Department of Labor

Note: Data are for nonagricultural wage and salary workers only.

CHART 1  
Distribution of 1982-1986  
Employment Growth, New vs. All\*  
Job Openings



\* All job openings = new job openings + replacement needs

Source: Data from table 3.