EMPLOYMENT–UNEMPLOYMENT

HEARINGS

BEFORE THE

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APRIL EMPLOYMENT SITUATION

FRIDAY, MAY 3, 1991

Congress of the United States,
Joint Economic Committee,
Washington, DC.

The Committee met, pursuant to notice, at 9:35 a.m., in room SD–628, Dirksen Senate Office Building, Honorable Paul S. Sarbanes (chairman of the Committee) presiding.

Present: Senators Sarbanes and Proxmire, and Representatives Armey and Obey.

Also present: William Buechner, professional staff member; and Richard F Kaufman, general counsel.

OPENING STATEMENT OF SENATOR SARBANES, CHAIRMAN

Senator SARBANES. The Committee will come to order.

During the first part of our session this morning, the Joint Economic Committee is meeting for two purposes: To discuss—as we have done now for 20 years—the employment and unemployment data for April with the Commissioner of Labor Statistics, in this instance Janet Norwood, and her colleagues at the Bureau of Labor Statistics; and to mark a special occasion for both the Joint Economic Committee and the Bureau of Labor Statistics, 20 years of these regular monthly hearings on employment and unemployment.

Last week the National Bureau of Economic Research made it official that the U.S. economy is in a recession and has been since July of last year. Between then and March the economy lost almost a million and a half payroll jobs. Commissioner Norwood will present this morning the first official data for the state of the economy in April.

Last week the American people learned that they will soon lose the services of one of our Nation's foremost public servants, a public servant of great distinction and of very high quality. After serving her country for 12 years as Commissioner of Labor Statistics and for 16 years before that in the Bureau of Labor Statistics, Commissioner Norwood announced that she will retire from federal service when her current term as Commissioner expires in June.

(1)

While the Committee will wish to mark Commissioner Norwood's retirement more fully at a subsequent date, I would like to say now just briefly that the Commissioner will be sorely missed and that she has made an extraordinary contribution to the American people during her years of service at the Bureau of Labor Statistics (BLS).

After we hear the Commissioner's testimony and our discussion of the April data, the Committee will mark the 20th anniversary of these hearings and, subsequent to that, we will hold another hearing on the Nation's unemployment insurance system.

When we mark the 20th anniversary, we will be very pleased to be joined at the Committee table by the former, very distinguished Chairman of this Committee, Senator Bill Proxmire of Wisconsin, who in fact Chaired the first such hearing in 1971; and Dr. Geoffrey Moore, who was Commissioner of the Bureau of Labor Statistics at that time. They are both here this morning and during the second part of the hearing will join the Commissioner at the witness table.

We had also hoped that Barber Conable, a distinguished former Republican member of this Committee—who was present with Senator Proxmire at that hearing 20 years ago—would be able to be with us this morning, but his duties as President of the World Bank have precluded him from being present with us this morning.

The follow-on hearing, which will deal with the unemployment insurance system, will involve hearing from Walter Corson, who is the Vice President of Mathematica Policy Research, Inc. and one of our Nation's foremost experts on the unemployment insurance system.

Now I will pause for a moment for any statements by my colleagues, and then, Commissioner, we will turn to you for your regular report with respect to the employment and unemployment data.

Congressman Armey.

Representative ARMEY. Thank you, Mr. Chairman.

I have an opening statement that I would like to submit for the record, but I would also like to take just a moment, Dr. Norwood, to thank you and your staff for your prompt and complete response to my request for more information on how we measure productivity. We are studying that now, and we'll probably come back with another request later, but I do want to thank you for what you have given us.

Ms. NORWOOD. Thank you.

Representative ARMEY. I also want to mention your pending retirement. It's our loss, and I hope it's your gain. Let me recommend to you fishing as a good therapeutic way to fill in the time. [Laughter.]

Ms. NORWOOD. Thank you.

Representative ARMEY. Thank you, Mr. Chairman.

[The written opening statement of Representative Armey follows:]

WRITTEN OPENING STATEMENT OF REPRESENTATIVE ARMEY

It's a pleasure to join in welcoming Commissioner Norwood and her colleagues before the Joint Economic Committee this morning.

Several months ago at one of these monthly hearings, I commented that it was even more of a pleasure to welcome the Commissioner when she brought encouraging news. While one month of data do not make a trend, the BLS report this morning does contain some positive signals.

The civilian unemployment rate, which everyone expected to rise, actually declined two-tenths of a point. Household employment was up over 600,000, offsetting some of the sharp declines in previous months. Moreover, the employment-population ratio increased to 62.0 percent, its first significant increase in some time.

On the other hand, payroll employment was down, though not nearly as much as generally expected. Job losses slowed in hard-hit industries, with some industries posting increases. The diffusion index climbed to a level of 44.7 percent for all industries, and 41.4 percent for manufacturing.

Recently, released economic data have been mixed, which is an improvement over the generally negative releases of last winter. While too soon to say the recession is over, it's too late to portray an economy mired in doom and gloom.

Senator SARBANES. Congressman Obey.

Representative OBEY. Mr. Chairman, I apologize for the fact that I will have to leave early to catch a plane to Wisconsin, but I'm here really for two reasons. The first reason is to hear Dr. Norwood's report. I'm pleased to see, of course, that with respect to the unemployment rate there has been an improvement. I'm concerned about the fact that we still lost 125,000 jobs last month, and I know that the numbers in my district, which has been treated somewhat better than the rest of the country up to now, have started to go up as well.

I simply want to say, Dr. Norwood, that I have seen a lot of public servants in the 22 years that I've been in this Congress. There may be some who have inspired a greater degree of confidence in terms of their objectivity and their integrity but if there are I can't think of any right now. You have appeared before this Committee and you've appeared before the Labor–Health and Human Services–Education Appropriations subcommittee on which I serve. You've always been a straight shooter, and everyone has known that you've called them as you've seen them. And for those who suggest that government service isn't what it used to be, I would simply commend, as an example to all young people in the country, the service that you've provided the country and the Government. I can't think of a better way to expend your life's energy than to provide the kind of quality public service that you've provided, and we're all very grateful for that.

Senator SARBANES. We are very pleased to have our former Chairman, Bill Proxmire, with us. Bill, when we turn to the 20th anniversary, we would like to hear from you about the inception of these hearings, the reason for them, and how they have gone over the years. Do you have anything you would like to say now?

Senator PROXMIRE. I'll wait until then. Thank you very much.

Senator SARBANES. Commissioner, we would be happy to hear from you.

STATEMENT OF THE HON. JANET NORWOOD, COMMISSIONER, BUREAU OF LABOR STATISTICS, DEPARTMENT OF LABOR, ACCOMPANIED BY KENNETH DALTON, ASSOCIATE COMMISSIONER, OFFICE OF PRICES AND LIVING CONDITIONS; THOMAS PLEWES, ASSOCIATE COMMISSIONER, OFFICE OF EMPLOYMENT AND UNEMPLOYMENT STATISTICS; AND EDWIN DEAN, ASSOCIATE COMMISSIONER, OFFICE OF PRODUCTIVITY AND TECHNOLOGY

Ms. NORWOOD. Thank you very much, Mr. Chairman. You've all been very kind. I have informed Secretary Martin that I would not accept reappointment to another 4-year term, but you should know that the Secretary has asked me to stay on in the Department for a few

months after the expiration of my appointment, while a search process can be undertaken and until a successor has been appointed.

I will have served as BLS Commissioner for 12 years under three presidents and six Secretaries of Labor, and I just want to say how proud I am of the BLS staff and its accomplishments; I think our staff is the best in the world, and also to tell you that I intend to remain very much involved in statistical and public policy issues.

I really very much appreciate the opportunity to be here with Ken Dalton and Tom Plewes and to provide some comments on our employment situation on this, the 20th anniversary of these monthly hearings.

I commend the Committee for having established a forum for discussion of these important data and for the development of these hearings as an important democratic institution in the public interest.

Turning to the data we issued today, the payroll decline slowed in April. The 125,000 job reduction was considerably smaller, and the losses were somewhat less broad-based than in recent months.

The civilian unemployment rate, after rising a total of six-tenths of a percentage point in February and March, moved down to 6.6 percent in April. The jobless rate remains more than a full percentage point above last July.

While the payroll survey showed few, if any, real turnarounds, most major industry groups had smaller employment losses than in the past several months. Employment in manufacturing declined by 40,000 in April. This was about one-third the size of the average monthly losses from November to March.

The slowdown in job losses is illustrated by the diffusion index for manufacturing industries, which compares the number of industries gaining jobs with the number losing them. This index was 41 percent in April, still quite low, but a full 11 percentage points higher than in March.

In contrast to the consistently large declines in the goods-producing sector, the job losses in the service-producing sector began more recently and have been generally much smaller. April's decline was 60,000, close to the average monthly loss since September when the number of service-sector jobs hit its highest level.

Job declines moderated slightly in both wholesale and retail trade, and employment in transportation was unchanged following 2 months of large declines.

Business services had its first increase since September, and health services continued its fairly strong pace of job growth.

The household survey numbers have provided a somewhat different picture of employment trends over the past few months. Through March employment declines in this survey were much greater than those in the payroll survey. As of March, in fact, over-the-year job losses in the household survey were nearly double those in the payroll survey.

The large April employment increase of more than 600,000 narrows the gap in employment loss between the two surveys. April's employment increase was unusually large and occurred almost entirely in self-employment and government rather than in private wage and salary jobs. This makes the household survey figures difficult to interpret.

We always need to keep in mind that household survey employment can be subject to quite large sampling variability. So, an unusual month's movement should always be treated with a wait-and-see attitude.

The decline in the unemployment rate came on the heels of two consecutive increases of three-tenths each. To signal a clear change in direction, we should have at least 2 consecutive months of significant change. Of course, as we discussed when the recession began, it takes a close examination of data from both the payroll and household surveys, as well as a wide range of economic data, to determine a turning point. As you know, it was only a few days ago that the National Bureau of Economic Research identified last July as the official turning point of the beginning of this business downturn.

In summary, the data released this morning show improvement when compared to the steep declines of recent months. It is unlikely that the labor market changed as much as the large swing in the household survey suggests, but declines in the payroll survey certainly were more moderate than in previous months.

We would be glad to try to answer any questions you have.

[The table attached to Ms. Norwood's statement, together with the Employment Situation press release, follows:]

Unemployment rates of all civilian workers by alternative seasonal adjustment methods

Month and year	Unad- justed rate	X-11 ARIMA method						X-11 method (official method before 1980)	Range (cols. 2-8)
		Official procedure	Concurrent (as first computed)	Concurrent (revised)	Stable	Total	Residual		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1990									
April.......	5.2	5.4	5.4	5.4	5.4	5.3	5.3	5.4	.1
May.........	5.1	5.3	5.3	5.3	5.3	5.3	5.4	5.3	.1
June........	5.3	5.3	5.3	5.2	5.2	5.3	5.2	5.2	.1
July........	5.5	5.5	5.5	5.5	5.4	5.5	5.4	5.5	.1
August......	5.4	5.6	5.6	5.6	5.6	5.6	5.6	5.6	-
September...	5.5	5.7	5.7	5.7	5.7	5.7	5.7	5.7	-
October.....	5.4	5.7	5.7	5.8	5.7	5.7	5.7	5.7	.1
November....	5.8	5.9	5.9	5.9	6.0	5.9	5.9	5.9	.1
December....	5.9	6.1	6.1	6.1	6.1	6.1	6.1	6.1	-
1991									
January.....	7.0	6.2	6.2	6.2	6.3	6.2	6.3	6.2	.1
February....	7.2	6.5	6.5	6.5	6.6	6.6	6.6	6.5	.1
March.......	7.1	6.8	6.8	6.7	6.8	6.9	7.0	6.8	.3
April.......	6.5	6.6	6.6	6.6	6.6	6.6	6.5	6.6	.1

SOURCE: U.S. DEPARTMENT OF LABOR
          Bureau of Labor Statistics
          May 1991

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News

THE EMPLOYMENT SITUATION: APRIL 1991

The decline in nonfarm payroll employment moderated in April, the Bureau of Labor Statistics of the U.S. Department of Labor reported today. After 2 months of steep increases, the civilian worker unemployment rate fell from 6.8 to 6.6 percent.

Nonfarm payroll employment--as measured by the survey of establishments--decreased by 125,000, considerably less than the declines of the previous 6 months. In contrast, total civilian employment--as measured by the survey of households--showed an unusually large increase in April.

Unemployment (Household Survey Data)

The number of unemployed persons declined by 300,000 in April. At 8.3 million, seasonally adjusted, the number of jobless persons was still more than half a million higher than at the beginning of this year and 1.4 million higher than last July, when the current recession began. The civilian worker unemployment rate, which had risen sharply in February and March, fell by 0.2 percentage point in April to 6.6 percent. The jobless rate now stands 1.1 percentage points higher than in July. (See table A-2.)

Unemployment rates for adult men (6.2 percent), adult women (5.5 percent), whites (5.8 percent), and Hispanics (9.0 percent) were down somewhat in April, while the rates for teenagers (18.1 percent) and blacks (12.6 percent) were little changed. Jobless rates for all major worker groups remained substantially higher than they were in mid-1990. (See tables A-2 and A-3.)

The number of persons unemployed because they had lost their last jobs decreased by 175,000 in April, after rising steadily since last summer. Job losers still account for 55 percent of the total unemployed, as they did in February and March. The number of workers unemployed for less than 15 weeks also declined over the month, and both the average and median duration of unemployment rose slightly. (See tables A-6 and A-7.)

Civilian Employment and the Labor Force (Household Survey Data)

At 117.4 million, seasonally adjusted, total civilian employment rose by 640,000 in April but was still about half a million below the level of last July. About half of the April increase was in self-employment. Reflecting the unusually large over-the-month gain in employment, the

Table A. Major indicators of labor market activity, seasonally adjusted

Category	Quarterly averages		Monthly data			Mar.- Apr. change
	1990	1991		1991		
	IV	I	Feb.	Mar.	Apr.	
HOUSEHOLD DATA	Thousands of persons					
Labor force 1/........	126,525	126,572	126,678	126,786	127,128	342
Total employment 1/..	119,165	118,424	118,520	118,214	118,854	640
Civilian labor force...	124,924	125,013	125,076	125,326	125,672	346
Civilian employment..	117,564	116,865	116,918	116,754	117,398	644
Unemployment........	7,360	8,149	8,158	8,572	8,274	-298
Not in labor force....	63,772	64,099	64,039	63,917	63,708	-209
Discouraged workers.	941	997	N.A.	N.A.	N.A.	N.A.
	Percent of labor force					
Unemployment rates:						
All workers 1/......	5.8	6.4	6.4	6.8	6.5	-0.3
All civilian workers.	5.9	6.5	6.5	6.8	6.6	-.2
Adult men.........	5.4	6.1	6.3	6.5	6.2	-.3
Adult women.......	5.1	5.5	5.4	5.7	5.5	-.2
Teenagers.........	16.4	18.0	17.1	18.7	18.1	-.6
White.............	5.1	5.8	5.9	6.2	5.8	-.4
Black.............	12.0	12.1	11.8	12.3	12.6	.3
Hispanic origin....	8.7	9.7	9.5	10.3	9.0	-1.3
ESTABLISHMENT DATA	Thousands of jobs					
Nonfarm employment....	110,200	p109,542	109,527	p109,286	p109,162	p-124
Goods-producing.....	24,568	p24,053	24,068	p23,899	p23,833	p-66
Service-producing...	85,632	p85,489	85,459	p85,387	p85,329	p-58
	Hours of work					
Average weekly hours:						
Total private.......	34.4	p34.2	34.3	p34.2	p34.1	p-0.1
Manufacturing.......	40.6	p40.3	40.3	p40.1	p40.2	p.1
Overtime..........	3.6	p3.3	3.3	p3.2	p3.3	p.1

1/ Includes the resident Armed Forces.   p=preliminary.
N.A.=not available.

employment-population ratio—the proportion of the working-age population with jobs—rose by 0.3 percentage point to 62.0 percent, about where it stood in January. (See table A-2.)

The civilian labor force rose by 350,000 over the month to 125.7 million. Over the past 12 months, the labor force has grown by 900,000, with all of the increase among adults. The labor force participation rate—the proportion of working-age persons either employed or actively seeking employment—was 66.4 percent in April, about the same as a year earlier. (See table A-2.)

Industry Payroll Employment (Establishment Survey Data)

Nonfarm payroll employment declined by 125,000 in April to 109.2 million. This decline was only half the average of the prior 3 months and was less widespread, as the index of diffusion was at its highest level in 7 months. Since the beginning of the recession in July of 1990, the number of payroll jobs has fallen by 1.6 million. (See tables B-1 and B-6.)

Manufacturing employment decreased by 40,000 in April, considerably less than the average of 115,000 in the previous 5 months. Most manufacturing industries showed only small movements, but large losses occurred in industrial machinery and transportation equipment other than autos (especially aircraft). The auto industry added nearly 15,000 workers, reflecting the resumption of production by some plants following inventory control shutdowns.

Employment in construction was down by 20,000 in April, as hiring fell short of seasonal expectations for the second straight month. This industry has lost half a million jobs since last May.

The number of retail trade jobs declined by 40,000 in April, following a combined loss of 180,000 in February and March. Job losses in wholesale trade, an industry closely tied to construction and manufacturing, totaled 15,000 in April and 145,000 since the beginning of last summer.

Employment in transportation and public utilities was little changed in April, after declining by 50,000 in the prior 7 months. In finance, the number of jobs increased for the first time since last August.

In the services industry, while the overall April change was quite small, business services gained employment for the first time since last September. Health services added 40,000 jobs, close to its average growth pace of the past 2 years.

Weekly Hours (Establishment Survey Data)

The average workweek for production or nonsupervisory workers on private nonfarm payrolls edged down by 0.1 hour in April to 34.1 hours, seasonally adjusted, 0.4 hour less than last July. The manufacturing workweek and factory overtime both increased by 0.1 hour over the month to 40.2 hours and 3.3 hours, respectively. (See table B-2.)

The index of aggregate weekly hours of private production or nonsupervisory workers decreased by 0.3 percent to 121.0 (1982=100) in April, seasonally adjusted. The index for manufacturing was little changed at 100.0. That index was down by 7 percent since the recession began. (See table B-5.)

Hourly and Weekly Earnings (Establishment Survey Data)

Average hourly earnings of private production or nonsupervisory workers increased by 0.5 percent to $10.29, seasonally adjusted, in April. Average weekly earnings increased by 0.2 percent to $350.89. Prior to seasonal adjustment, average hourly earnings edged up by 5 cents and average weekly earnings were up by $2.73. Over the past year, average hourly earnings increased by 3.3 percent and average weekly earnings by 2.4 percent. (See tables B-3 and B-4.)

Revisions in the Establishment Survey Data

The Employment Situation news release of data for May will introduce revisions in the establishment-based series on nonfarm payroll employment, hours, and earnings to reflect the regular annual benchmark adjustments and updated seasonal adjustment factors.

The Employment Situation for May 1991 will be released on Friday, June 7, at 8:30 A.M. (EDT).

Table A-1. Employment status of the population, including Armed Forces in the United States, by sex

(Numbers in thousands)

Employment status and sex	Not seasonally adjusted			Seasonally adjusted[1]					
	Apr 1990	Mar 1991	Apr 1991	Apr 1990	Dec 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991
TOTAL									
Noninstitutional population[2]	189,326	190,703	190,836	189,326	190,483	190,592	190,717	190,703	190,836
Labor force[2]	125,473	125,903	126,183	126,438	126,791	126,253	126,878	126,786	127,128
Participation rate[3]	66.3	66.0	66.1	66.8	66.6	66.2	66.4	66.5	66.8
Total employed[2]	119,016	117,099	118,134	119,747	119,191	118,537	118,520	118,214	118,854
Employment-population ratio[4]	62.9	61.4	61.9	63.2	62.6	62.2	62.1	62.0	62.3
Resident Armed Forces	1,657	1,450	1,456	1,657	1,617	1,615	1,602	1,460	1,456
Civilian employed	117,359	115,639	116,678	118,090	117,574	116,922	116,918	116,754	117,398
Agriculture	3,102	2,849	3,110	3,140	3,253	3,163	3,222	3,096	3,156
Nonagricultural industries	114,257	112,790	113,568	114,950	114,321	113,759	113,696	113,656	114,243
Unemployed	6,457	8,804	8,049	6,691	7,600	7,715	8,158	8,572	8,274
Unemployment rate[5]	5.1	7.0	6.4	5.3	6.0	6.1	6.4	6.8	6.5
Not in labor force	63,853	64,800	64,652	62,888	63,692	64,339	64,039	63,917	63,708
Men, 16 years and over									
Noninstitutional population[2]	90,942	91,587	91,652	90,942	91,537	91,590	91,650	91,587	91,652
Labor force[2]	69,158	69,342	69,356	69,697	70,058	69,543	69,749	69,808	69,855
Participation rate[3]	76.0	75.7	75.7	76.6	76.5	75.9	76.1	76.2	76.2
Total employed[2]	65,492	63,973	64,568	66,035	65,781	65,251	65,043	64,846	65,112
Employment-population ratio[4]	72.0	69.8	70.4	72.6	71.9	71.2	71.0	70.8	71.0
Resident Armed Forces	1,499	1,314	1,310	1,499	1,454	1,453	1,439	1,314	1,310
Civilian employed	63,993	62,659	63,258	64,536	64,327	63,798	63,604	63,532	63,802
Unemployed	3,666	5,369	4,788	3,662	4,277	4,292	4,706	4,962	4,743
Unemployment rate[5]	5.3	7.7	6.9	5.3	6.1	6.2	6.7	7.1	6.8
Women, 16 years and over									
Noninstitutional population[2]	98,383	99,116	99,184	98,383	98,946	99,002	99,067	99,116	99,184
Labor force[2]	56,315	56,561	56,827	56,741	56,733	56,710	56,929	56,978	57,273
Participation rate[3]	57.2	57.1	57.3	57.7	57.3	57.3	57.5	57.5	57.7
Total employed[2]	53,524	53,126	53,566	53,712	53,410	53,287	53,477	53,368	53,742
Employment-population ratio[4]	54.4	53.6	54.0	54.6	54.0	53.8	54.0	53.8	54.2
Resident Armed Forces	158	146	146	158	163	162	163	146	146
Civilian employed	53,366	52,980	53,420	53,554	53,247	53,125	53,314	53,222	53,596
Unemployed	2,790	3,435	3,261	3,029	3,323	3,423	3,452	3,610	3,531
Unemployment rate[5]	5.0	6.1	5.7	5.3	5.9	6.0	6.1	6.3	6.2

[1] The population and Armed Forces figures are not adjusted for seasonal variation, therefore identical numbers appear in the unadjusted and seasonally adjusted columns.
[2] Includes members of the Armed Forces stationed in the United States.
[3] Labor force as a percent of the noninstitutional population.
[4] Total employment as a percent of the noninstitutional population.
[5] Unemployment as a percent of the labor force (including the resident Armed Forces).

Note on Armed Forces estimates

Estimates of the labor force including the resident Armed Forces that appear in table A-1 of this release should be interpreted with caution. The estimates of the resident Armed Forces come from administrative sources and are affected by lags in the availability of information, changes over time in administrative practices for the classification of military personnel as resident or nonresident, and variations in those practices among the branches of the services. In recent months, developments in the Persian Gulf have accentuated the impact of these factors on the data.

Table A-2. Employment status of the civilian population by sex and age

(Numbers in thousands)

Employment status, sex, and age	Not seasonally adjusted			Seasonally adjusted[1]					
	Apr 1990	Mar 1991	Apr 1991	Apr 1990	Dec 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991
TOTAL									
Civilian noninstitutional population	187,669	189,243	189,380	187,669	188,866	188,977	189,115	189,243	189,380
Civilian labor force	123,818	124,443	124,727	124,781	125,174	124,838	125,078	125,326	125,872
Participation rate	66.0	65.8	65.9	66.5	66.3	66.0	66.1	66.2	66.4
Employed	117,359	115,839	116,678	118,090	117,574	116,922	116,918	116,754	117,398
Employment-population ratio[2]	62.5	61.1	61.6	62.9	62.3	61.9	61.8	61.7	62.0
Unemployed	6,457	8,604	8,049	6,691	7,600	7,715	8,158	8,572	8,274
Unemployment rate	5.2	7.1	6.5	5.4	6.1	6.2	6.5	6.8	6.6
Men, 20 years and over									
Civilian noninstitutional population	82,487	83,466	83,567	82,487	83,208	83,271	83,392	83,466	83,567
Civilian labor force	63,980	64,628	64,787	64,188	64,803	64,345	64,577	64,735	64,957
Participation rate	77.6	77.4	77.5	77.8	77.9	77.3	77.4	77.6	77.7
Employed	60,848	59,992	60,596	61,152	61,188	60,734	60,533	60,551	60,905
Employment-population ratio[2]	73.8	71.9	72.5	74.1	73.5	72.9	72.8	72.5	72.9
Agriculture	2,263	2,104	2,312	2,272	2,365	2,289	2,315	2,255	2,328
Nonagricultural industries	58,585	57,888	58,284	58,880	58,823	58,445	58,217	58,296	58,577
Unemployed	3,132	4,636	4,190	3,036	3,615	3,611	4,044	4,184	4,052
Unemployment rate	4.9	7.2	6.5	4.7	5.6	5.6	6.3	6.5	6.2
Women, 20 years and over									
Civilian noninstitutional population	91,330	92,273	92,358	91,330	92,042	92,139	92,198	92,273	92,358
Civilian labor force	52,786	53,250	53,457	52,943	53,182	53,097	53,284	53,359	53,834
Participation rate	57.8	57.7	57.9	58.0	57.8	57.6	57.8	57.8	58.1
Employed	50,439	50,327	50,721	50,424	50,389	50,300	50,404	50,323	50,896
Employment-population ratio[2]	55.2	54.5	54.9	55.2	54.7	54.6	54.7	54.5	54.9
Agriculture	631	561	599	658	647	664	675	607	623
Nonagricultural industries	49,808	49,766	50,122	49,766	49,742	49,636	49,728	49,716	50,072
Unemployed	2,347	2,923	2,736	2,519	2,793	2,797	2,881	3,035	2,939
Unemployment rate	4.4	5.5	5.1	4.8	5.3	5.3	5.4	5.7	5.5
Both sexes, 16 to 19 years									
Civilian noninstitutional population	13,852	13,504	13,455	13,852	13,616	13,567	13,525	13,504	13,455
Civilian labor force	7,051	6,565	6,484	7,850	7,189	7,196	7,215	7,232	7,061
Participation rate	50.9	48.6	48.2	55.2	52.8	53.0	53.3	53.6	52.6
Employed	6,072	5,320	5,361	6,514	5,997	5,889	5,982	5,879	5,798
Employment-population ratio[2]	43.8	39.4	39.8	47.0	44.0	43.4	44.2	43.5	43.1
Agriculture	206	184	199	210	241	211	232	235	204
Nonagricultural industries	5,865	5,136	5,162	6,304	5,756	5,678	5,750	5,844	5,594
Unemployed	978	1,245	1,123	1,136	1,192	1,307	1,233	1,353	1,283
Unemployment rate	13.9	19.0	17.3	14.8	16.6	18.2	17.1	18.7	13.1

[1] The population figures are not adjusted for seasonal variation, therefore identical numbers appear in the unadjusted and seasonally adjusted columns.

[2] Civilian employment as a percent of the civilian noninstitutional population.

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Table A-3. Employment status of the civilian population by race, sex, age, and Hispanic origin

(Numbers in thousands)

Employment status, race, sex, age, and Hispanic origin	Not seasonally adjusted			Seasonally adjusted[1]						
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	

WHITE

Civilian noninstitutional population	160,170	161,179	161,284	160,170	160,942	161,007	161,087	161,179	161,284	
Civilian labor force	106,480	106,782	107,110	107,080	107,517	106,962	107,432	107,488	107,578	
Participation rate	66.5	66.3	66.4	66.9	66.8	66.4	66.7	66.7	66.8	
Employed	101,544	99,955	100,969	102,088	101,843	101,104	101,141	100,670	101,458	
Employment-population ratio[2]	63.4	62.0	62.6	63.7	63.3	62.8	62.8	62.5	62.9	
Unemployed	4,986	6,827	6,141	5,002	5,674	5,860	6,291	6,817	6,323	
Unemployment rate	4.6	6.4	5.7	4.7	5.3	5.5	5.9	6.2	5.9	

Men, 20 years and over

Civilian labor force	55,683	56,061	56,213	55,816	55,907	55,838	56,000	56,151	56,310	
Participation rate	78.0	77.8	77.8	78.3	78.3	77.8	77.8	77.8	78.1	
Employed	53,295	52,353	52,966	53,463	53,487	53,010	52,801	52,826	53,179	
Employment-population ratio[2]	74.7	72.6	73.4	75.0	74.6	73.7	73.3	73.3	73.7	
Unemployed	2,388	3,708	3,247	2,321	2,810	2,828	3,198	3,323	3,131	
Unemployment rate	4.3	6.6	5.8	4.2	5.0	5.1	5.7	5.9	5.6	

Women, 20 years and over

Civilian labor force	44,700	45,087	45,272	44,733	44,966	44,869	45,211	45,198	45,304	
Participation rate	57.6	57.8	57.7	57.6	57.6	57.4	57.8	57.7	57.8	
Employed	42,981	42,892	43,255	43,011	43,001	42,841	43,018	42,892	43,169	
Employment-population ratio[2]	55.3	54.8	55.2	55.2	55.0	54.8	55.0	54.8	55.1	
Unemployed	1,719	2,196	2,016	1,822	1,964	2,047	2,192	2,304	2,136	
Unemployment rate	3.8	4.9	4.5	4.1	4.4	4.6	4.8	5.1	4.7	

Both sexes, 16 to 19 years

Civilian labor force	6,097	5,634	5,625	6,541	6,216	6,238	6,222	6,151	5,964	
Participation rate	54.6	52.3	52.4	58.6	57.0	57.4	57.8	57.1	55.4	
Employed	5,318	4,711	4,748	5,682	5,345	5,253	5,321	5,150	5,105	
Employment-population ratio[2]	47.6	43.7	44.2	50.9	49.0	48.3	49.2	47.8	47.5	
Unemployed	779	924	877	868	870	985	901	1,001	968	
Unemployment rate	12.8	16.4	15.6	13.1	14.0	15.8	14.5	16.3	15.6	
Men	13.3	19.5	16.5	13.5	14.9	15.8	15.4	15.8	16.9	
Women	12.2	13.0	14.7	12.3	13.0	15.8	13.4	13.7	14.7	

BLACK

Civilian noninstitutional population	21,226	21,518	21,541	21,226	21,448	21,470	21,493	21,518	21,541	
Civilian labor force	13,335	13,486	13,473	13,634	13,486	13,501	13,421	13,510	13,670	
Participation rate	62.8	62.6	62.5	63.8	62.9	62.9	62.4	63.3	63.5	
Employed	11,973	11,800	11,829	12,086	11,836	11,865	11,839	11,834	11,948	
Employment-population ratio[2]	56.4	54.8	54.9	57.0	55.2	55.3	55.1	55.0	55.5	
Unemployed	1,362	1,686	1,645	1,436	1,650	1,636	1,582	1,676	1,722	
Unemployment rate	10.2	12.4	12.2	10.8	12.2	12.1	11.8	12.3	12.6	

Men, 20 years and over

Civilian labor force	6,216	6,373	6,404	6,333	6,369	6,313	6,386	6,386	6,418	
Participation rate	73.4	73.9	74.1	73.6	74.1	73.5	73.8	74.1	74.2	
Employed	5,588	5,610	5,607	5,628	5,664	5,602	5,648	5,672	5,647	
Employment-population ratio[2]	66.0	65.0	64.9	65.5	65.9	65.2	65.8	65.7	65.3	
Unemployed	627	762	797	605	704	712	717	723	769	
Unemployment rate	10.1	12.0	12.4	9.7	10.9	11.3	11.3	11.3	12.0	

Women, 20 years and over

Civilian labor force	6,358	6,370	6,397	6,434	6,339	6,374	6,385	6,386	6,476	
Participation rate	58.8	58.1	58.2	60.5	59.0	59.3	59.4	59.2	60.0	
Employed	5,788	5,756	5,771	5,843	5,666	5,738	5,684	5,756	5,812	
Employment-population ratio[2]	54.7	53.4	53.4	55.1	52.6	53.4	52.8	53.4	53.8	
Unemployed	568	615	626	591	671	636	590	633	664	
Unemployment rate	8.8	9.7	9.8	9.2	10.6	10.0	8.4	9.9	10.5	

Both sexes, 16 to 19 years

Civilian labor force	762	738	673	867	788	814	768	826	770	
Participation rate	35.4	34.5	32.0	40.3	36.8	38.4	36.4	38.2	37.1	
Employed	585	435	450	627	504	526	497	507	480	
Employment-population ratio[2]	27.1	20.7	21.5	29.1	23.5	24.5	23.5	24.1	23.3	
Unemployed	177	292	222	340	284	272	319	399	399	
Unemployment rate	23.3	40.1	33.0	37.7	36.0	38.4	38.4	38.5	37.1	
Men	24.7	40.2	34.7	38.9	36.4	34.6	38.5	38.4	38.4	
Women	21.7	40.1	31.3	38.4	36.6	38.1	38.2	38.9	38.7	

See footnotes at end of table.

Table A-3. Employment status of the civilian population by race, sex, age, and Hispanic origin — Continued

(Numbers in thousands)

Employment status, race, sex, age, and Hispanic origin	Not seasonally adjusted			Seasonally adjusted[1]					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
HISPANIC ORIGIN									
Civilian noninstitutional population	14,198	14,612	14,672	14,198	14,514	14,553	14,583	14,632	14,672
Civilian labor force	8,536	8,501	8,580	8,800	8,569	8,675	8,678	8,886	9,738
Participation rate	67.2	65.5	66.0	67.6	65.9	66.5	66.5	66.3	66.4
Employed	8,770	8,630	8,784	8,843	8,676	8,779	8,964	8,700	8,868
Employment-population ratio[2]	61.8	59.3	59.9	62.3	59.8	60.3	60.4	60.5	60.4
Unemployed	765	881	692	757	803	896	914	887	880
Unemployment rate	8.0	10.0	8.2	7.9	8.3	9.3	9.3	10.3	8.0

[1] The population figures are not adjusted for seasonal variation; therefore, identical numbers appear in the unadjusted and seasonally adjusted columns.
[2] Civilian employment as a percent of the civilian noninstitutional population.

NOTE: Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups.

Table A-4. Selected employment indicators

(In thousands)

Category	Not seasonally adjusted			Seasonally adjusted					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
CHARACTERISTIC									
Civilian employed, 16 years and over	117,359	116,639	116,678	118,090	117,574	116,822	116,818	116,784	117,388
Married men, spouse present	40,806	40,175	40,340	40,769	40,728	40,316	40,482	40,298	40,802
Married women, spouse present	30,010	29,832	30,030	29,742	29,776	29,569	29,580	29,514	29,762
Women who maintain families	6,306	6,436	6,320	6,348	6,367	6,386	6,364	6,470	6,371
OCCUPATION									
Managerial and professional specialty	30,529	30,994	31,198	30,318	30,777	30,898	31,083	30,784	30,980
Technical, sales, and administrative support	36,904	36,229	36,442	37,010	36,242	36,360	36,100	36,265	36,815
Service occupations	15,651	15,773	15,787	15,736	15,804	15,748	15,773	15,948	15,862
Precision production, craft, and repair	13,648	12,947	13,078	13,761	13,524	13,399	13,333	13,212	13,187
Operators, fabricators, and laborers	17,411	16,678	16,839	17,729	17,895	17,227	16,997	17,081	17,150
Farming, forestry, and fishing	3,217	2,977	3,306	3,326	3,436	3,437	3,488	3,387	3,464
INDUSTRY AND CLASS OF WORKER									
Agriculture:									
Wage and salary workers	1,583	1,413	1,600	1,847	1,671	1,809	1,829	1,588	1,690
Self-employed workers	1,400	1,319	1,418	1,430	1,473	1,399	1,448	1,412	1,456
Unpaid family workers	109	117	82	112	102	167	168	134	86
Nonagricultural industries:									
Wage and salary workers	106,258	103,772	104,112	106,897	106,086	104,698	104,569	104,455	104,887
Government	17,841	18,081	18,208	17,800	17,840	17,980	17,792	17,829	18,054
Private industries	87,317	85,711	85,803	88,097	87,846	87,016	86,777	86,626	86,833
Private households	900	922	847	984	1,013	887	883	980	943
Other industries	86,367	84,789	85,016	87,113	86,442	86,061	85,824	85,648	85,890
Self-employed workers	8,726	8,765	9,227	8,713	8,886	8,739	8,676	8,828	9,208
Unpaid family workers	274	253	228	256	238	232	228	234	213
PERSONS AT WORK PART TIME[1]									
All industries:									
Part time for economic reasons	4,574	6,008	5,817	4,863	5,551	5,510	6,082	6,163	6,162
Slack work	2,316	3,415	3,261	2,406	2,826	2,806	3,252	3,303	3,363
Could only find part-time work	1,898	2,319	2,290	2,140	2,302	2,214	2,401	2,464	2,462
Voluntary part time	15,807	16,827	16,244	16,256	15,081	14,833	14,871	14,818	15,027
Nonagricultural industries:									
Part time for economic reasons	4,385	5,796	5,587	4,680	5,282	6,178	5,803	5,888	5,858
Slack work	2,178	3,247	3,089	2,246	2,742	2,692	3,067	3,107	3,181
Could only find part-time work	1,849	2,256	2,244	2,080	2,218	2,133	2,349	2,404	2,408
Voluntary part time	15,441	16,484	16,012	14,841	14,660	14,461	14,526	14,482	14,641

[1] Excludes persons "with a job but not at work" during the survey period for such reasons as vacation, illness, or industrial dispute.

Table A-5. Selected unemployment indicators, seasonally adjusted

Category	Number of unemployed persons (in thousands)			Unemployment rates[1]					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
CHARACTERISTIC									
Total 16 years and over	6,691	8,572	8,274	5.4	6.1	6.2	6.5	6.8	6.6
Men, 16 years and over	3,682	4,962	4,743	5.4	6.2	6.3	6.9	7.2	6.8
Men, 20 years and over	3,036	4,184	4,052	4.7	5.6	5.6	6.3	6.5	6.2
Women, 16 years and over	3,029	3,610	3,531	5.4	5.9	6.1	6.1	6.4	6.2
Women, 20 years and over	2,519	3,036	2,939	4.9	5.3	5.3	5.4	5.7	5.5
Both sexes, 16 to 19 years	1,136	1,363	1,283	14.9	16.6	18.2	17.1	16.7	16.1
Married men, spouse present	1,380	1,916	1,860	3.2	3.8	4.0	4.3	4.5	4.4
Married women, spouse present	1,096	1,473	1,398	3.6	4.1	4.1	4.4	4.3	4.5
Women who maintain families	535	643	701	7.5	5.7	8.0	9.1	9.0	9.0
Full-time workers	5,404	6,960	6,904	5.1	5.9	6.0	6.4	6.6	6.3
Part-time workers	1,286	1,622	1,457	7.2	7.6	7.7	7.8	8.1	8.1
Labor force time lost[2]	—	—	—	6.2	6.9	7.0	7.5	7.7	7.6
OCCUPATION[3]									
Managerial and professional specialty	630	856	824	2.0	2.3	2.7	2.4	2.7	2.6
Technical, sales, and administrative support	1,548	2,013	2,020	4.0	4.8	4.5	5.0	5.3	5.2
Precision production, craft, and repair	795	1,091	1,123	5.5	7.0	7.3	7.6	7.6	7.3
Operators, fabricators, and laborers	1,698	2,150	2,085	8.7	9.6	10.0	11.6	11.2	10.3
Farming, forestry, and fishing	244	339	239	8.5	6.9	7.9	7.9	9.1	6.6
INDUSTRY									
Nonagricultural private wage and salary workers	5,244	6,728	6,476	5.6	6.3	6.4	6.9	7.2	7.0
Goods-producing industries	1,970	2,558	2,602	6.5	8.1	8.2	8.1	8.0	8.2
Mining	34	56	56	4.5	5.8	7.5	6.0	7.1	7.5
Construction	877	865	902	10.5	14.0	14.5	15.5	14.1	15.0
Manufacturing	1,258	1,634	1,642	5.8	6.5	6.4	7.4	7.5	7.6
Durable goods	723	1,023	1,063	5.5	6.6	6.3	8.1	8.2	8.3
Nondurable goods	536	611	580	6.0	6.4	5.9	6.5	6.8	6.6
Service-producing industries	3,274	4,170	3,874	5.1	5.4	5.8	5.9	6.4	6.0
Transportation and public utilities	277	364	354	4.2	4.2	4.4	6.3	6.5	5.4
Wholesale and retail trade	1,482	1,900	1,726	6.2	6.6	7.0	7.4	7.3	7.3
Finance and service industries	1,515	1,907	1,791	4.6	4.8	4.9	5.0	5.9	5.2
Government workers	396	677	698	2.2	2.7	3.0	3.2	3.7	3.2
Agricultural wage and salary workers	183	249	182	10.5	12.3	11.9	11.5	13.9	8.9

[1] Unemployment as a percent of the civilian labor force
[2] Aggregate hours lost by the unemployed and persons on part time for economic reasons as a percent of potentially available labor force hours.
[3] Seasonally adjusted unemployment data for service occupations are not available because the seasonal components are small relative to the trend-cycle and/or irregular components and consequently cannot be separated with sufficient precision.

Table A-6. Duration of unemployment

(Numbers in thousands)

Weeks of unemployment	Not seasonally adjusted			Seasonally adjusted					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
DURATION									
Less than 5 weeks	2,856	3,148	2,982	3,186	3,280	3,410	3,473	3,515	3,387
5 to 14 weeks	1,953	3,192	2,609	2,146	2,515	2,480	2,738	2,804	2,748
15 weeks and over	1,646	2,463	2,568	1,417	1,739	1,829	1,976	2,184	2,229
15 to 26 weeks	915	1,480	1,486	742	940	961	1,063	1,236	1,236
27 weeks and over	731	983	1,080	675	799	848	921	947	1,000
Average (mean) duration, in weeks	13.0	13.7	14.5	12.1	12.4	12.4	12.8	13.0	13.7
Median duration, in weeks	5.9	6.3	6.1	5.0	5.9	5.9	6.1	6.8	7.0
PERCENT DISTRIBUTION									
Total unemployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than 5 weeks	44.3	35.8	36.7	47.2	43.5	44.1	42.4	40.9	39.8
5 to 14 weeks	30.2	36.3	31.2	31.8	33.4	32.3	33.4	33.8	32.3
15 weeks and over	25.5	28.0	32.2	21.0	23.1	23.7	24.1	25.4	27.0
15 to 26 weeks	14.2	16.8	18.5	11.0	12.5	12.7	12.9	14.4	14.8
27 weeks and over	11.3	11.2	13.6	10.0	10.6	11.0	11.3	11.0	12.1

HOUSEHOLD DATA   HOUSEHOLD DATA

Table A-7. Reason for unemployment

(Numbers in thousands)

Reason	Not seasonally adjusted			Seasonally adjusted					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
NUMBER OF UNEMPLOYED									
Job losers	3,213	5,155	4,623	3,148	3,797	4,088	4,515	4,703	4,528
On layoff	944	1,765	1,318	984	1,150	1,131	1,485	1,430	1,370
Other job losers	2,268	3,390	3,304	2,161	2,647	2,936	3,031	3,273	3,158
Job leavers	1,065	1,011	809	1,159	1,024	969	989	1,080	987
Reentrants	1,625	2,027	1,942	1,794	2,129	2,044	1,984	2,080	2,063
New entrants	554	611	666	637	662	672	633	699	741
PERCENT DISTRIBUTION									
Total unemployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Job losers	49.8	56.6	57.4	46.7	49.9	53.0	54.5	54.9	54.5
On layoff	14.6	20.0	16.4	14.6	15.1	14.7	18.3	16.7	16.5
Other job losers	35.1	36.5	41.1	32.1	34.8	38.2	37.3	38.2	38.0
Job leavers	16.5	11.5	11.3	17.2	13.5	11.7	12.2	12.6	11.9
Reentrants	25.2	23.0	23.1	26.6	28.0	26.6	24.5	24.4	24.7
New entrants	8.6	6.9	8.1	9.5	8.7	8.7	7.6	8.2	8.9
UNEMPLOYED AS A PERCENT OF THE CIVILIAN LABOR FORCE									
Job losers	2.6	4.1	3.7	2.5	3.0	3.3	3.6	3.8	3.6
Job leavers	.9	.8	.7	.9	.8	.7	.8	.9	.8
Reentrants	1.3	1.6	1.6	1.4	1.7	1.6	1.6	1.7	1.6
New entrants	.4	.5	.5	.5	.5	.5	.5	.6	.6

Table A-8. Range of unemployment measures based on varying definitions of unemployment and the labor force, seasonally adjusted

(Percent)

Measure	Quarterly averages					Monthly data		
	1990				1991	1991		
	I	II	III	IV	I	Feb.	Mar.	Apr.
U-1 Persons unemployed 15 weeks or longer as a percent of the civilian labor force	1.1	1.1	1.3	1.3	1.6	1.6	1.7	1.8
U-2 Job losers as a percent of the civilian labor force	2.6	2.6	2.7	3.0	3.5	3.6	3.8	3.6
U-3 Unemployed persons 25 years and over as a percent of the civilian labor force for persons 25 years and over	4.1	4.2	4.4	4.7	5.3	5.3	5.6	5.4
U-4 Unemployed full-time jobseekers as a percent of the full-time civilian labor force	5.0	5.0	5.2	5.7	6.3	6.4	6.5	6.3
U-5a Total unemployed as a percent of the labor force, including the resident Armed Forces	5.2	5.2	5.5	5.8	6.4	6.4	6.6	6.5
U-5b Total unemployed as a percent of the civilian labor force	5.3	5.3	5.6	5.9	6.5	6.5	6.8	6.6
U-6 Total full-time jobseekers plus 1/2 part-time jobseekers plus 1/2 total on part time for economic reasons as a percent of the civilian labor force less 1/2 of the part-time labor force	7.3	7.3	7.6	8.1	9.0	9.1	9.3	9.1
U-7 Total full-time jobseekers plus 1/2 part-time jobseekers plus 1/2 total on part time for economic reasons plus discouraged workers as a percent of the civilian labor force plus discouraged workers less 1/2 of the part-time labor force	7.9	8.0	8.3	8.9	9.8	N.A.	N.A.	N.A.

N.A. = not available.

Table A-9. Unemployed persons by sex and age, seasonally adjusted

Sex and age	Number of unemployed persons (in thousands)			Unemployment rates[1]					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
Total, 16 years and over	6,691	8,672	8,274	5.4	6.1	6.2	6.5	6.8	6.6
16 to 24 years	2,422	2,770	2,680	11.2	11.7	12.4	12.8	13.2	12.8
16 to 19 years	1,136	1,363	1,283	14.8	16.6	16.2	17.1	18.7	18.1
16 to 17 years	517	576	578	17.5	19.1	19.6	16.8	20.8	21.2
18 to 19 years	618	786	708	13.2	15.0	15.7	16.5	17.5	16.9
20 to 24 years	1,296	1,417	1,397	8.2	9.2	9.5	10.5	10.3	10.1
25 years and over	4,330	5,811	5,679	4.2	5.0	5.0	5.3	5.5	5.4
25 to 54 years	3,848	5,205	5,117	4.4	5.3	5.2	5.6	5.8	5.7
55 years and over	500	836	586	3.3	3.3	3.4	3.5	4.2	3.8
Men, 16 years and over	3,662	4,962	4,743	5.4	6.2	6.3	6.9	7.2	6.9
16 to 24 years	1,346	1,636	1,566	11.9	12.3	13.2	13.8	14.9	14.3
16 to 19 years	826	778	691	15.6	17.4	16.2	17.7	20.7	19.3
16 to 17 years	391	384	304	19.2	20.1	18.7	19.1	25.9	22.0
18 to 19 years	345	421	389	14.0	16.7	16.5	16.5	16.2	17.7
20 to 24 years	720	860	875	9.8	9.6	10.7	11.9	11.8	11.8
25 years and over	2,370	3,344	3,244	4.2	5.1	5.1	5.6	5.6	5.6
25 to 54 years	2,063	2,951	2,864	4.3	5.4	5.2	5.9	6.1	5.9
55 years and over	308	390	390	3.5	3.5	3.7	4.2	4.8	4.4
Women, 16 years and over	3,029	3,610	3,531	5.4	5.9	6.1	6.1	6.4	6.2
16 to 24 years	1,076	1,132	1,113	10.5	11.1	11.8	11.7	11.4	11.2
16 to 19 years	510	575	592	14.0	15.9	15.9	16.4	16.6	16.9
16 to 17 years	236	212	274	16.7	17.9	20.7	14.4	16.3	20.4
18 to 19 years	273	364	320	12.2	14.2	16.7	17.1	16.5	14.9
20 to 24 years	566	557	521	8.6	8.7	8.7	9.1	9.5	9.1
25 years and over	1,960	2,467	2,432	4.2	4.8	4.8	4.9	5.3	5.2
25 to 54 years	1,785	2,254	2,229	4.4	5.1	5.2	5.2	5.5	5.5
55 years and over	191	238	196	2.9	2.9	2.8	3.3	3.5	3.0

[1] Unemployment as a percent of the civilian labor force

Table A-10. Employment status of male Vietnam-era veterans and nonveterans by age, not seasonally adjusted

(Numbers in thousands)

Veteran status and age	Civilian noninstitutional population		Civilian labor force							
			Total		Employed		Unemployed			
							Number		Percent of labor force	
	Apr. 1990	Apr. 1991	Apr. 1990	Apr. 1991	Apr. 1990	Apr. 1991	Apr. 1990	Apr. 1991	Apr. 1990	Apr. 1991
VIETNAM-ERA VETERANS										
Total, 35 years and over	7,807	7,747	6,916	7,030	6,659	6,701	257	330	3.7	4.7
35 to 39 years	6,525	6,466	6,161	6,119	5,808	5,817	342	302	3.9	4.9
35 to 39 years	1,470	1,216	1,378	1,153	1,302	1,064	76	89	5.5	7.7
40 to 44 years	3,335	3,120	3,182	2,958	3,067	2,820	116	138	3.6	4.7
45 to 49 years	1,720	2,129	1,501	2,006	1,540	1,933	61	74	3.2	3.7
50 years and over	1,082	1,282	766	911	751	883	16	28	1.9	3.0
NONVETERANS										
Total, 35 to 49 years	17,045	18,082	15,928	16,963	15,321	16,063	616	930	3.9	5.5
35 to 39 years	7,818	8,251	7,440	7,837	7,173	7,362	267	474	3.6	6.1
40 to 44 years	5,020	5,660	4,670	5,312	4,490	5,036	180	277	3.9	5.2
45 to 49 years	4,207	4,171	3,825	3,836	3,657	3,666	168	179	4.4	4.7

NOTE. Male Vietnam-era veterans are men who served in the Armed Forces between August 5, 1964 and May 7, 1975. Nonveterans are men who have never served in the Armed Forces; published data are limited to those 35 to 49 years of age, the group that most closely corresponds to the bulk of the Vietnam-era veteran population.

Table A-11. Employment status of the civilian population for eleven large States

(Numbers in thousands)

State and employment status	Not seasonally adjusted[1]			Seasonally adjusted[2]					
	Apr. 1990	Mar. 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
California									
Civilian noninstitutional population	21,834	22,291	22,321	21,834	22,186	22,202	22,242	22,291	22,321
Civilian labor force	14,600	14,571	14,664	14,673	14,675	14,690	14,655	14,666	14,740
Employed	13,831	13,444	13,580	13,890	13,672	13,656	13,763	13,542	13,644
Unemployed	769	1,127	1,084	783	1,003	1,032	1,092	1,124	1,096
Unemployment rate	5.3	7.7	7.4	5.3	6.8	7.0	7.4	7.7	7.4
Florida									
Civilian noninstitutional population	10,571	10,285	10,306	10,571	10,230	10,246	10,287	10,285	10,306
Civilian labor force	6,297	6,410	6,331	6,326	6,434	6,433	6,376	6,421	6,357
Employed	5,950	5,966	5,916	5,960	6,079	6,099	5,909	5,940	5,922
Unemployed	347	444	416	365	366	394	433	481	435
Unemployment rate	5.5	6.9	6.6	6.9	5.5	6.1	7.1	7.5	6.9
Illinois									
Civilian noninstitutional population	8,863	8,903	8,906	8,863	8,864	8,897	8,900	8,903	8,906
Civilian labor force	6,039	6,041	6,017	6,071	6,089	6,050	6,086	6,083	6,045
Employed	5,662	5,613	5,626	5,996	5,707	5,641	5,729	5,676	5,657
Unemployed	376	428	369	373	382	409	367	417	388
Unemployment rate	6.2	7.1	6.5	6.1	6.0	6.8	6.9	6.9	6.4
Massachusetts									
Civilian noninstitutional population	4,619	4,622	4,622	4,619	4,622	4,622	4,622	4,622	4,622
Civilian labor force	3,160	3,136	3,111	3,165	3,152	3,114	3,146	3,146	3,115
Employed	2,987	2,814	2,852	2,992	2,821	2,846	2,825	2,841	2,855
Unemployed	173	322	260	173	231	268	299	304	260
Unemployment rate	5.5	10.3	8.3	5.5	7.3	8.5	9.5	9.7	8.3
Michigan									
Civilian noninstitutional population	6,995	7,011	7,012	6,995	7,009	7,009	7,010	7,011	7,012
Civilian labor force	4,447	4,621	4,499	4,536	4,547	4,553	4,582	4,710	4,593
Employed	4,136	4,113	4,065	4,198	4,214	4,225	4,132	4,207	4,129
Unemployed	311	508	434	338	333	328	450	503	464
Unemployment rate	7.0	11.0	9.7	7.5	7.3	7.2	9.8	10.7	10.1
New Jersey									
Civilian noninstitutional population	6,026	6,026	6,025	6,026	6,026	6,027	6,026	6,026	6,025
Civilian labor force	3,976	4,004	3,982	4,015	4,050	4,015	3,947	3,987	4,004
Employed	3,800	3,724	3,749	3,820	3,118	3,757	3,698	3,717	3,773
Unemployed	177	280	243	195	232	258	249	270	261
Unemployment rate	4.4	7.0	6.1	4.9	5.7	6.4	6.3	6.8	6.5
New York									
Civilian noninstitutional population	13,799	13,800	13,799	13,799	13,803	13,901	13,801	13,800	13,799
Civilian labor force	8,581	8,552	8,584	8,717	8,556	8,519	8,607	8,645	8,724
Employed	8,170	7,941	7,958	8,280	8,066	7,850	8,077	8,064	8,072
Unemployed	411	611	626	437	470	650	530	591	652
Unemployment rate	4.8	7.1	7.3	6.0	5.5	6.5	6.2	6.8	7.5

See footnotes at end of table.

Table A-11. Employment status of the civilian population for eleven large States — Continued

(Numbers in thousands)

State and employment status	Not seasonally adjusted[1]			Seasonally adjusted[2]					
	Apr. 1990	May 1991	Apr. 1991	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991
North Carolina									
Civilian noninstitutional population	4,985	5,043	5,048	4,985	5,028	5,033	5,038	5,043	5,048
Civilian labor force	3,367	3,366	3,363	3,403	3,420	3,376	3,439	3,402	3,417
Employed	3,247	3,174	3,183	3,276	3,242	3,206	3,283	3,310	3,221
Unemployed	120	191	190	127	178	187	183	182	195
Unemployment rate	3.6	5.7	5.6	3.7	5.2	4.9	5.3	5.3	5.7
Ohio									
Civilian noninstitutional population	8,276	8,302	8,304	8,276	8,296	8,299	8,301	8,302	8,304
Civilian labor force	5,373	5,417	5,473	5,421	5,488	5,383	5,384	5,470	5,523
Employed	5,071	5,003	5,087	5,106	5,179	5,065	5,007	5,073	5,124
Unemployed	302	414	386	315	309	318	377	397	399
Unemployment rate	5.6	7.6	7.1	5.8	5.6	5.9	7.0	7.3	7.2
Pennsylvania									
Civilian noninstitutional population	9,382	9,406	9,407	9,382	9,402	9,402	9,404	9,406	9,407
Civilian labor force	5,878	5,797	5,911	5,930	5,922	5,853	5,928	5,822	5,960
Employed	5,562	5,359	5,507	5,595	5,585	5,482	5,528	5,389	5,537
Unemployed	315	438	404	335	337	371	399	433	423
Unemployment rate	5.4	7.6	6.8	5.6	5.7	6.3	6.7	7.4	7.1
Texas									
Civilian noninstitutional population	12,337	12,483	12,496	12,337	12,447	12,458	12,471	12,483	12,496
Civilian labor force	8,386	8,528	8,619	8,466	8,540	8,511	8,541	8,523	8,592
Employed	7,887	7,978	8,025	7,940	7,945	7,964	8,071	8,050	8,074
Unemployed	499	550	594	526	595	547	470	573	618
Unemployment rate	6.0	6.4	6.9	6.2	7.0	6.4	5.5	6.8	7.1

[1] These are the official Bureau of Labor Statistics estimates used in the administration of Federal fund allocation programs.

[2] The population figures are not adjusted for seasonal variation, therefore identical numbers appear in the unadjusted and the seasonally adjusted columns.

ESTABLISHMENT DATA

Table B-1. Employees on nonfarm payrolls by industry

(In thousands)

Industry	Not seasonally adjusted				Seasonally adjusted					
	Apr. 1990	Feb. 1991	Mar. 1991 p	Apr. 1991 p	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991 p	Apr. 1991 p
Total	110,059	108,307	108,578	109,087	110,177	110,006	109,813	109,527	109,286	109,162
Total private	91,456	89,662	89,837	90,399	91,922	91,781	91,501	91,183	90,936	90,831
Goods-producing industries	24,939	23,458	23,417	23,688	25,180	24,416	24,193	24,068	23,899	23,833
Mining	726	724	723	727	734	748	737	748	738	735
Oil and gas extraction	399.3	412.2	409.7	408.1	403	414	415	417	417	414
Construction	5,099	4,394	4,428	4,628	5,256	4,963	4,801	4,816	4,752	4,771
General building contractors	1,287.2	1,129.3	1,129.5	1,150.8	1,338	1,245	1,222	1,218	1,204	1,196
Manufacturing	19,114	18,340	18,266	18,293	19,190	18,693	18,615	18,462	18,369	18,327
Production workers	12,944	12,327	12,274	12,278	13,046	12,626	12,563	12,436	12,359	12,335
Durable goods	11,215	10,585	10,543	10,536	11,229	10,851	10,775	10,641	10,577	10,549
Production workers	7,433	6,945	6,916	6,926	7,461	7,146	7,104	6,985	6,943	6,931
Lumber and wood products	730.9	673.3	673.4	679.1	730	712	704	693	689	689
Furniture and fixtures	515.7	481.7	479.2	480.5	516	494	491	481	479	481
Stone, clay, and glass products	557.6	505.7	306.1	514.8	560	538	529	526	518	516
Primary metal industries	734.9	721.2	728.7	716.9	755	738	738	732	728	717
Blast furnaces and basic steel products	270.0	250.3	237.0	234.7	271	269	267	259	258	255
Fabricated metal products	1,417.2	1,344.7	1,338.9	1,336.9	1,419	1,382	1,370	1,354	1,342	1,334
Industrial machinery and equipment	2,114.5	2,044.1	2,052.7	2,053.9	2,112	2,054	2,043	2,040	2,029	2,014
Electronic and other electrical equipment	1,704.7	1,624.3	1,631.2	1,688.2	1,715	1,664	1,654	1,629	1,616	1,616
Transportation equipment	2,023.6	1,847.2	1,836.3	1,846.1	2,014	1,904	1,864	1,849	1,836	1,837
Motor vehicles and equipment	828.9	726.1	724.1	746.7	820	742	733	738	786	739
Instruments and related products	1,003.8	972.4	970.8	967.0	1,005	982	976	976	972	969
Miscellaneous manufacturing	384.4	372.1	372.1	371.5	385	379	380	377	374	372
Nondurable goods	7,899	7,751	7,723	7,717	7,961	7,862	7,840	7,821	7,792	7,778
Production workers	5,531	5,382	5,358	5,352	5,585	5,480	5,461	5,445	5,416	5,405
Food and kindred products	1,595.8	1,688.1	1,601.4	1,596.2	1,631	1,654	1,653	1,663	1,639	1,652
Tobacco products	43.1	47.3	44.2	43.3	46	47	48	46	45	46
Textile mill products	707.1	666.3	666.0	669.0	708	680	673	668	667	671
Apparel and other textile products	1,038.9	994.0	991.8	988.6	1,036	1,000	995	994	991	986
Paper and allied products	695.3	689.0	687.6	684.0	699	694	694	693	691	687
Printing and publishing	1,568.6	1,557.0	1,551.7	1,548.8	1,579	1,570	1,563	1,557	1,550	1,547
Chemicals and allied products	1,060.7	1,081.8	1,080.0	1,081.8	1,084	1,088	1,087	1,086	1,083	1,085
Petroleum and coal products	157.5	155.9	156.9	159.6	159	161	160	160	168	161
Rubber and misc. plastics products	871.0	834.9	829.3	831.0	869	849	845	837	830	829
Leather and leather products	129.2	116.4	115.3	114.2	130	119	118	117	116	115
Service-producing industries	85,120	84,849	85,161	85,479	84,997	85,588	85,620	85,459	85,387	85,329
Transportation and public utilities	5,776	5,772	5,773	5,745	5,809	5,882	5,883	5,843	5,831	5,828
Transportation	3,566	3,569	3,570	3,598	3,588	3,668	3,665	3,627	3,613	3,612
Communications and public utilities	2,210	2,203	2,205	2,205	2,221	2,214	2,220	2,216	2,218	2,216
Wholesale trade	6,345	6,219	6,219	6,220	6,363	6,331	6,292	6,271	6,252	6,237
Durable goods	3,765	3,674	3,669	3,663	3,771	3,735	3,710	3,692	3,676	3,670
Nondurable goods	2,580	2,545	2,550	2,557	2,592	2,596	2,582	2,579	2,576	2,567
Retail trade	19,561	19,094	19,113	19,292	19,778	19,670	19,602	19,564	19,505	19,466
General merchandise stores	2,410	2,304	2,262	2,269	2,495	2,402	2,396	2,373	2,346	2,346
Food stores	3,252	3,271	3,263	3,260	3,247	3,313	3,312	3,307	3,300	3,296
Automotive dealers and service stations	2,109	2,063	2,062	2,073	2,116	2,127	2,136	2,095	2,083	2,062
Eating and drinking places	6,544	6,359	6,455	6,560	6,575	6,627	6,629	6,611	6,608	6,608
Finance, insurance, and real estate	6,794	6,764	6,779	6,799	6,823	6,829	6,829	6,824	6,829	6,828
Finance	3,327	3,322	3,323	3,324	3,336	3,334	3,335	3,332	3,330	3,334
Insurance	2,132	2,139	2,143	2,143	2,135	2,142	2,160	2,161	2,165	2,165
Real estate	1,335	1,263	1,293	1,312	1,352	1,341	1,334	1,331	1,330	1,329
Services	28,041	28,355	28,532	28,725	27,469	28,073	28,422	28,613	28,616	28,639
Business services	4,982	4,900	4,912	4,943.3	3,824	3,818	4,813	4,985	4,976	4,990
Health services	7,967.3	8,456.5	8,510.2	8,543.3	7,968	8,395	8,438	8,475	8,510	8,561
Government	18,603	18,645	18,741	18,688	18,255	18,385	18,312	18,344	18,356	18,331
Federal	3,149	2,936	2,942	2,941	3,151	2,963	2,951	2,951	2,931	2,904
State	4,364	4,427	4,450	4,442	4,252	4,325	4,353	4,332	4,333	4,323
Local	11,088	11,282	11,349	11,307	10,852	11,035	11,028	11,061	11,072	11,064

p = preliminary

Table B-2. Average weekly hours of production or nonsupervisory workers[1] on private nonfarm payrolls by industry

Industry	Not seasonally adjusted				Seasonally adjusted					
	Apr. 1990	Feb. 1991	Mar. 1991p	Apr. 1991p	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991p	Apr. 1991p
Total private	34.4	33.9	34.8	34.1	34.5	34.6	34.1	34.3	34.2	34.1
Mining	45.1	44.4	44.1	43.9	43.4	44.7	44.4	44.9	44.6	44.2
Construction	37.3	37.8	37.2	37.8	(2)	(2)	(2)	(2)	(2)	(2)
Manufacturing	39.8	39.9	41.1	40.1	40.7	41.7	40.4	40.3	40.1	41.2
Overtime hours	2.9	3.0	3.1	3.1	3.5	3.6	3.4	3.3	3.2	3.3
Durable goods	40.3	40.4	40.5	40.3	41.2	41.2	40.5	40.4	40.4	40.4
Overtime hours	2.8	3.0	3.1	3.1	3.5	3.6	3.3	3.3	3.2	3.2
Lumber and wood products	40.1	38.5	38.9	39.4	40.2	39.9	39.4	39.5	39.1	39.3
Furniture and fixtures	38.8	37.0	37.9	38.3	39.0	38.6	38.5	37.5	38.1	38.7
Stone, clay, and glass products	41.6	40.6	40.7	41.3	42.0	42.0	41.8	41.7	41.2	41.2
Primary metal industries	41.6	41.3	41.4	41.7	41.8	42.3	42.0	41.5	41.6	41.9
Blast furnaces and basic steel products	42.6	41.2	41.5	42.0	42.9	43.4	42.6	41.4	41.6	42.1
Fabricated metal products	40.0	40.4	40.3	40.3	41.2	41.1	40.7	40.7	40.3	40.3
Industrial machinery and equipment	40.6	41.4	41.5	41.1	41.8	42.1	41.6	41.5	41.6	41.3
Electronic and other electrical equipment	39.6	40.3	40.3	40.6	40.9	40.8	40.3	40.5	40.1	40.3
Transportation equipment	40.8	40.7	40.9	41.1	41.9	41.3	41.8	40.9	40.6	40.9
Motor vehicles and equipment	40.9	40.3	40.6	41.2	41.8	41.3	41.5	40.7	40.8	40.8
Instruments and related products	40.3	41.0	40.9	40.8	41.2	41.2	41.0	41.0	40.8	40.8
Miscellaneous manufacturing	38.2	39.0	39.3	39.3	39.2	39.2	39.0	39.3	38.3	39.3
Nondurable goods	39.2	39.4	39.6	39.5	40.0	40.0	39.6	39.5	39.6	39.6
Overtime hours	2.9	3.1	3.2	3.2	3.4	3.6	3.4	3.4	3.3	3.4
Food and kindred products	39.8	39.7	39.9	39.9	40.6	40.0	40.7	40.6	40.5	40.5
Tobacco products	38.1	36.4	39.0	38.2	(2)	(2)	(2)	(2)	(2)	(2)
Textile mill products	39.9	38.8	39.2	39.4	40.8	39.4	39.4	39.2	39.4	39.5
Apparel and other textile products	35.2	36.3	36.3	36.2	36.4	36.6	36.3	36.3	36.4	36.5
Paper and allied products	42.5	42.6	42.8	42.7	43.3	43.5	43.0	42.9	43.1	42.9
Printing and publishing	37.6	37.6	37.7	37.5	37.8	37.8	37.7	37.6	37.5	37.4
Chemicals and allied products	42.6	42.3	42.6	42.5	42.6	42.8	42.5	42.5	42.6	42.5
Petroleum and coal products	44.5	43.8	43.6	43.7	(2)	(2)	(2)	(2)	(2)	(2)
Rubber and misc. plastics products	40.1	40.6	40.5	40.7	40.9	41.0	40.8	40.6	40.6	40.7
Leather and leather products	36.4	36.6	36.7	36.6	37.5	37.4	34.9	37.2	37.1	37.0
Transportation and public utilities	38.9	38.2	38.2	38.4	39.0	38.9	38.7	38.5	38.5	38.5
Wholesale trade	38.1	37.8	37.9	38.0	38.1	38.5	37.9	38.0	38.1	38.0
Retail trade	29.0	28.0	28.2	28.3	29.0	28.8	28.4	28.6	28.7	28.4
Finance, insurance, and real estate	36.1	35.6	35.7	35.7	(2)	(2)	(2)	(2)	(2)	(2)
Services	32.6	32.4	32.3	32.4	32.6	32.8	32.2	32.6	32.4	32.4

1/ Data relate to production workers in mining and manufacturing; construction workers in construction; and nonsupervisory workers in transportation and public utilities; wholesale and retail trade; finance, insurance, and real estate; and services. These groups account for approximately four-fifths of the total employees on private nonfarm payrolls.

2/ These series are not published seasonally adjusted since the seasonal component is small relative to the trend-cycle and/or irregular components and consequently cannot be separated with sufficient precision.

p = preliminary.

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Table B-3. Average hourly and weekly earnings of production or nonsupervisory workers[1] on private nonfarm payrolls by industry

Industry	Average hourly earnings				Average weekly earnings			
	Apr. 1990	Feb. 1991	Mar. 1991p	Apr. 1991p	Apr. 1990	Feb. 1991	Mar. 1991p	Apr. 1991p
Total private..................	9.97	10.24	10.25	10.30	342.97	347.16	348.50	351.23
Seasonally adjusted.......	9.96	10.21	10.24	10.29	343.62	350.28	350.21	350.89
Mining	13.66	14.07	14.96	14.15	588.75	624.71	620.05	621.19
Construction	13.58	13.86	13.85	13.98	506.53	512.02	515.22	525.42
Manufacturing.	10.75	11.03	11.07	11.12	427.85	440.10	443.91	445.91
Durable goods.......	11.22	11.55	11.68	11.65	452.17	466.62	469.80	471.83
Lumber and wood products	9.09	9.11	9.11	9.23	344.31	350.74	334.30	343.66
Furniture and fixtures	8.42	8.66	8.69	8.71	319.96	328.42	329.33	333.59
Stone, clay, and glass products	11.18	11.24	11.26	11.45	447.32	454.34	458.28	472.86
Primary metal industries.....	12.86	13.80	13.16	13.27	534.98	536.09	544.82	553.36
Blast furnaces and basic steel products..	14.84	14.97	15.19	15.56	635.15	616.76	630.39	645.12
Fabricated metal products	10.65	11.01	11.06	11.11	426.00	444.80	444.52	441.96
Industrial machinery and equipment ...	11.55	12.06	12.15	12.11	468.95	499.28	203.48	497.72
Electronic and other electrical equipment..	10.17	10.59	10.56	10.68	402.73	426.78	423.46	424.08
Transportation equipment..	13.89	14.34	14.44	14.53	546.71	563.66	590.69	597.18
Motor vehicles and equipment.....	14.61	14.74	14.89	15.04	589.37	594.02	601.56	619.63
Instruments and related products........	11.28	11.66	11.69	11.63	451.56	478.06	478.12	474.33
Miscellaneous manufacturing................	8.56	8.78	8.75	8.76	326.99	339.30	343.84	344.27
Nondurable goods.......	10.10	10.33	10.37	10.40	395.92	407.00	410.63	410.80
Food and kindred products..........	9.61	9.77	9.84	9.83	382.44	387.07	392.62	393.02
Tobacco products..........	17.09	16.32	17.44	17.78	651.13	606.40	667.96	676.14
Textile mill products..........	7.91	8.13	8.16	8.10	308.49	315.04	319.07	325.29
Apparel and other textile products..........	6.56	6.62	6.65	6.72	240.91	246.21	241.40	243.26
Paper and allied products..........	12.23	12.51	12.57	12.57	520.63	535.51	536.00	536.74
Printing and publishing..........	11.12	11.37	11.38	11.39	413.69	423.80	429.03	428.63
Chemicals and allied products..........	13.55	13.81	13.84	13.97	576.38	584.16	569.30	593.73
Petroleum and coal products..........	16.31	17.02	16.98	16.85	725.00	745.48	740.33	736.35
Rubber and misc. plastics products..........	9.66	10.01	10.04	10.11	387.37	404.40	407.62	411.48
Leather and leather products..........	6.94	7.11	7.12	7.17	252.62	261.63	261.30	262.42
Transportation and public utilities.....	12.96	13.15	13.16	13.22	504.14	502.53	502.71	507.65
Wholesale trade........	10.78	11.09	11.07	11.14	410.72	419.20	419.55	423.32
Retail trade........	6.75	6.91	6.93	6.99	195.75	193.48	193.43	197.82
Finance, insurance, and real estate . .	9.97	10.32	10.35	10.38	359.92	369.46	369.50	370.57
Services...	9.82	10.16	10.19	10.21	326.15	329.05	329.14	330.80

   [1] See footnote 1, table B-2   p = preliminary.

Table B-4. Average hourly earnings of production or nonsupervisory workers[1] on private nonfarm payrolls by industry, seasonally adjusted

Industry	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991p	Apr. 1991p	Percent change from: Mar. 1991-Apr. 1991
Total private:							
Current dollars............	9.96	10.19	10.19	10.21	10.24	10.29	0.5
Constant (1982) dollars[2]........	7.54	7.45	7.43	7.44	7.46	N.A.	(3)
Mining..........	13.59	13.77	14.05	13.93	14.89	14.04	.6
Construction..........	13.62	13.79	13.93	13.90	13.88	13.94	.4
Manufacturing..........	10.75	11.00	11.04	11.02	11.05	11.12	.6
Excluding overtime[3]..........	10.34	10.55	10.68	10.60	10.63	10.67	.4
Transportation and public utilities.....	12.96	13.16	13.16	13.16	13.11	13.20	.2
Wholesale trade..........	10.74	11.05	11.01	11.06	11.08	11.10	.2
Retail trade..........	6.74	6.85	6.87	6.88	6.92	6.98	.9
Finance, insurance, and real estate	9.68	10.27	10.05	10.30	10.35	10.29	-.4
Services..........	9.79	10.07	10.05	10.10	10.15	10.18	.3

[1] See footnote 1, table B-2.
[2] The Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W) is used to deflate this series.
[3] Change was 0.3 percent from February 1991 to March 1991, the latest month available.

[4] Derived by assuming that overtime hours are paid at the rate of time and one-half.
N.A. = not available.
p = preliminary.

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Table B-5. Indexes of aggregate weekly hours of production or nonsupervisory workers[1]/ on private nonfarm payrolls by industry

(1982=100)

Industry	Not seasonally adjusted				Seasonally adjusted					
	Apr. 1990	Feb. 1991	Mar. 1991p	Apr. 1991p	Apr. 1990	Dec. 1990	Jan. 1991	Feb. 1991	Mar. 1991p	Apr. 1991p
Total private............	122.9	118.4	118.9	120.2	124.2	124.0	121.6	122.2	121.4	121.0
Goods-producing industries...	107.0	99.3	99.5	101.0	110.1	107.0	104.1	104.1	102.5	102.4
Mining	64.8	65.5	64.8	64.9	65.2	68.1	67.1	68.1	67.3	66.2
Construction	133.3	118.1	111.7	120.1	136.6	135.0	124.1	129.7	124.4	124.5
Manufacturing	104.2	99.3	99.2	99.3	107.0	103.5	102.3	100.9	100.1	100.0
Durable goods..........	104.0	97.1	97.0	97.3	106.5	101.9	100.4	98.4	97.3	97.4
Lumber and wood products........	129.1	112.1	112.6	113.3	131.7	123.3	120.1	117.7	116.3	117.3
Furniture and fixtures..........	122.1	109.7	111.7	113.6	123.9	117.2	116.3	112.1	112.3	114.7
Stone, clay, and glass products...	109.6	95.3	95.7	99.5	116.7	106.2	101.6	102.6	98.4	98.9
Primary metal industries.......	90.3	83.1	83.3	83.2	90.9	89.3	80.0	83.6	83.0	83.6
Blast furnaces and basic steel products..	79.7	72.7	72.8	72.7	79.1	80.2	76.0	73.3	73.2	72.9
Fabricated metal products	103.6	98.3	97.6	98.0	107.2	103.6	102.0	99.3	97.6	98.2
Industrial machinery and equipment.	93.7	93.6	93.1	91.4	98.3	93.5	96.0	93.1	92.5	91.1
Electronic and other electrical equipment.	103.9	101.5	100.3	99.9	109.7	104.6	102.2	102.1	100.3	100.0
Transportation equipment....	110.2	106.1	106.0	107.6	120.2	112.0	111.2	108.3	105.1	103.9
Motor vehicles and equipment.............	125.7	106.0	106.0	112.6	123.4	114.0	114.0	107.7	105.9	109.7
Instruments and related products..........	85.9	83.0	83.4	83.1	88.0	86.7	86.1	86.1	83.9	83.7
Miscellaneous manufacturing............	100.3	97.9	98.4	98.3	102.9	100.7	100.0	99.9	99.1	98.7
Nondurable goods..........	104.6	102.2	102.3	102.1	107.4	105.8	104.9	104.8	103.9	103.7
Food and kindred products........	101.0	103.1	103.1	102.6	100.7	109.9	109.9	110.1	109.4	104.7
Tobacco products............	59.3	67.3	61.7	50.0	64.7	69.0	68.3	64.3	66.7	63.6
Textile mill products............	90.3	91.9	92.8	93.0	101.2	93.3	96.2	93.6	93.1	94.0
Apparel and other textile products........	90.0	86.4	86.3	87.9	92.9	89.0	88.3	86.0	86.3	87.7
Paper and allied products........	107.9	107.6	107.8	106.9	110.6	110.3	109.4	109.0	109.3	106.3
Printing and publishing	126.7	123.3	124.1	123.0	127.6	126.4	125.4	125.0	123.1	123.0
Chemicals and allied products........	104.5	101.7	102.1	101.6	104.6	103.5	102.0	102.5	102.2	102.1
Petroleum and coal products........	87.4	83.0	83.1	85.0	80.0	86.4	85.1	87.7	86.5	86.3
Rubber and misc. plastics products........	122.4	117.0	116.4	117.2	124.0	121.4	120.1	118.0	116.4	116.7
Leather and leather products....	59.9	53.5	52.8	52.8	62.2	55.7	55.0	54.3	53.6	52.9
Service-producing industries...	130.0	127.0	127.6	128.8	130.5	131.7	129.6	130.3	129.9	129.3
Transportation and public utilities .. .	114.3	111.9	111.9	113.1	115.2	116.4	115.8	114.4	114.1	114.1
Wholesale trade	118.8	115.1	115.6	115.9	119.3	119.1	117.2	117.6	117.1	116.2
Retail trade....	123.1	116.0	116.3	118.4	125.0	123.3	121.5	121.6	121.6	120.2
Finance, insurance, and real estate	123.1	120.4	120.5	121.1	122.6	123.6	121.7	122.0	122.0	121.0
Services...	144.9	144.9	145.7	147.0	144.4	148.2	145.8	147.5	146.6	146.7

1/ See footnote 1, table B-2   p = preliminary.

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Table B-6. Diffusion indexes of employment change, seasonally adjusted

(Percent)

Time span	Jan	Feb	Mar	Apr.	May	June	July	Aug	Sept.	Oct.	Nov.	Dec.
	Private nonfarm payrolls, 356 industries1/											
Over 1-month span:												
1989	66.5	58.7	58.0	57.8	55.6	57.3	55.8	57.7	58.8	55.2	59.6	54.6
1990	55.6	58.6	53.7	49.9	55.8	49.9	50.8	44.2	45.8	42.3	38.8	41.4
1991	41.7	38.5	p/36.9	p/44.7								
Over 3-month span:												
1989	63.3	66.2	60.0	60.1	59.7	58.3	59.7	59.9	55.2	59.8	57.7	60.3
1990	58.6	56.7	54.8	53.1	53.7	55.3	50.1	45.2	40.9	34.8	35.8	55.3
1991	31.3	p/31.0	p/33.0									
Over 6-month span:												
1989	67.6	63.4	63.8	61.8	61.2	58.7	57.8	56.1	54.2	58.3	57.4	58.4
1990	57.3	54.5	55.5	53.9	51.4	48.3	45.4	39.9	34.8	33.6	29.9	p/27.8
1991	p/27.5											
Over 12-month span:												
1989	67.1	67.7	63.3	64.6	64.9	61.2	60.0	59.8	58.6	57.3	56.7	56.8
1990	54.8	54.1	54.1	50.8	46.8	43.3	48.4	37.1	p/33.8	p/32.6		
1991												
	Manufacturing payrolls, 139 industries1/											
Over 1-month span:												
1989	48.4	48.6	50.4	47.1	45.3	43.7	43.8	45.7	54.8	48.6	43.5	48.2
1990	42.4	43.7	45.3	46.8	45.7	40.3	48.2	40.6	50.8	36.5	23.2	34.2
1991	37.4	31.3	p/30.2	p/41.4								
Over 3-month span:												
1989	54.0	54.7	45.3	43.9	45.2	42.8	41.7	35.1	36.3	34.9	41.7	39.2
1990	40.3	37.1	44.2	41.4	40.6	44.2	39.9	33.8	29.1	21.2	29.5	20.1
1991	21.2	p/19.1	p/22.7									
Over 6-month span:												
1989	56.3	48.6	48.3	43.5	42.1	37.1	36.7	34.9	34.2	33.3	33.1	34.8
1990	37.1	35.6	36.3	43.2	38.1	31.7	28.4	19.8	21.9	17.3	15.8	p/12.2
1991	p/11.9											
Over 12-month span:												
1989	53.6	55.0	48.3	45.3	45.9	39.9	37.1	35.6	33.8	32.4	38.9	31.7
1990	31.5	31.3	50.6	27.0	21.2	18.0	18.3	16.4	p/18.4	p/18.8		
1991												

1/ Based on seasonally adjusted data for 1-, 3-, and 6-month spans and unadjusted data for the 12-month span. Data are centered within the span.
p = preliminary.
NOTE: Figures are the percent of industries with employment increasing plus one-half of the industries with unchanged employment, where 50 percent indicates an equal balance between industries with increasing and decreasing employment.

Senator SARBANES. Commissioner, we thank you very much for your statement.

In light of Congressman Obey's schedule and the fact that he is going to have to be returning to his district in Wisconsin, I am going to yield my time to him so he can proceed with his questioning first, and I will resume later in the sequence.

Representative OBEY. Thank you very much, Mr. Chairman. I won't take very long. Let me ask a couple of questions. It seems to me that the thrust of your statement is on page 4, where you say, "it's unlikely that the labor market changed as much as the large swing in the household survey suggests, but declines in the payroll survey certainly were more moderate than in previous months."

Let me ask two questions. Total job loss so far in this recession was how much?

Ms. NORWOOD. About 1,600,000 if you look at the payroll survey, which is, I think, the better number for that purpose. It's somewhat less if you look at the household survey.

Representative OBEY. And how does that compare to the average of the last five recessions?

Ms. NORWOOD. It's about the same. It's similar to the 1981 recession. It's more than the 1973-75 recession, but we have to remember that the 1973 recession took somewhat longer before it began affecting employment. Perhaps, another way to put it is that manufacturing began to decline long before the official start of this recession in July.

There are a few other differences. The service-producing sector is down in this recession and was much less affected in other recessions.

Representative OBEY. What about persons who have been unemployed longer than 27 weeks? What has happened to them this month?

Ms. NORWOOD. It's up about 50,000, not much of a change.

Representative OBEY. Up about 50,000 people?

Ms. NORWOOD. Yes. We should expect that the long-term unemployed will continue to rise for a while, even if and as the economy moves upward.

Representative OBEY. Well, I think that's correct, and I think that raises considerable questions in terms of our obligation to do something to meet the problems of those long-term unemployed.

What percentage of those long-term unemployed are covered by unemployment compensation, as opposed to say the 1973 or 1982 recessions?

Ms. NORWOOD. There are now slightly less than half of the people who are covered that we count as total unemployed in the Current Population Survey. In April, it was 46 percent and that compares with about two-thirds in 1975. So, it is less. The ratio has been going up. It was down as far as, oh, something like 30 percent prior to the start of

the recession. So, it has been going up, but it is still slightly less than half.

Representative OBEY. Thank you very much.

Thank you, Mr. Chairman.

Senator SARBANES. Thank you, Congressman Obey.

Congressman Armey.

Representative ARMEY. Mr. Chairman, thank you. I think the key point is made there at the end when you say that we should take a wait-and-see attitude. Obviously, we are all anxious to see light at the end of the tunnel, and we're eager to see it; but I think it is prudent for us with 1-month's data to wait and see, and I do appreciate that point. I appreciate the thoroughness again of your report, and I have no further questions.

Thank you, Mr. Chairman.

Senator SARBANES. Commissioner, Let me just tell you the line of inquiry I am interested in. We have been doing some work that indicates that the severity of this recession is comparable to the average of post-World War II recessions. In other words, that it is not short and shallow if you accept the measuring standard that the average postwar recession was not short and shallow. In fact, if this recession were to track the averages, it is somewhat more serious and, perhaps, considerably more serious than it has been portrayed to be. And I would like to ask a few questions along that line.

First of all, we tend to focus on the unemployment rate and, of course, the unemployment rate includes people who have lost their jobs and includes new entrants into the labor force who are now looking for work and have not have been able to find jobs. As I understand it, during the 12 months ending in March 1991, the civilian labor force grew by just slightly over 500,000 and that in the previous 12 months the labor force grew by 1.5 million, which is closer to your long-term projections of labor force growth in the 1990s. What has happened over this last year, as we have experienced this recession, is that there has been a noticeable drop in labor-force growth by about a million and that, in fact, if the labor force had grown during this period, as it had in the previous period, the unemployment rate would be up around 7.5 percent; well above 7 percent, at least, than where we now find it. First of all, is that analysis correct?

Ms. NORWOOD. It's clear that the labor force is growing much more slowly now than it had been and that is bringing with it considerable downward pull on the unemployment rate. It's especially true because we have been losing teenagers who have very high unemployment rates. So, that's an even larger downward pull.

Senator SARBANES. Is that a demographic change or is there another reason they are not coming into the labor force?

Ms. Norwood. I think it's mainly demographic. Certainly, with teenagers it's that there are fewer of them, and also more of them are going to school and doing other things.

Senator Sarbanes. Am I correct that the number of job losers—we have just addressed the growth in the labor force, and we know that there is a sharp drop in the number of new entrants into the force which, of course, impacts on the unemployment rate in this recession— tracks the postwar average of job losers in recessions. Would that be correct?

Ms. Norwood. Well, it's up there certainly. I don't have the figures for the postwar average, but what I can tell you is that there is about a 1,400,000 increase in job losers during this recession. That compares with a little larger figure, about 2 million in July 1981 for the first 9 months and a much smaller figure for the 1973 recession.

But the labor force has grown much less for the first 9 months of this recession. The labor force grew by less than a million, and it was about a 1,300,000 increase in the 1981 recession. We can look at the specifics of that further if you would like.

Senator Sarbanes. As I understand it, until now jobs in the service-producing sector of the economy have usually been regarded as fairly safe jobs even during a recession. In 1981-82 jobs in the service sector stopped rising but they did not decline, and the same thing happened in the 1973-75 recession. In this recession, however, there has been a decline in service-producing jobs, and if you exclude health-service jobs where there has been an increase—that is a different issue than is now being addressed—the number of private service-producing jobs has fallen by 600,000, since peaking in September 1990.

In your view, what explains this change from past recessions?

Ms. Norwood. Well, first, I think we need to be careful about the service-producing sector in the current recession, because the decennial census involved a large increase in workers who were hired by the Census Bureau and then were let go when the Census was completed. Those Census layoffs last summer make the job loss look a bit worse than it might otherwise. But it is true, as you say, that the service-producing sector is affected a bit more now than it was in the 1981 recession. Part of that is, of course, demographic but part of it is that, apart from health services, we've had no real strength in the services industry. In the past and certainly in the expansion period for several years, about one in every eight new jobs came from business services, and we're seeing in the recession a very clear decline in business service jobs.

Retail trade has also been rather lackluster and has not hired as many people as before and that is, in part, because of consumer confidence. I think its also related in some ways to the financial situation and the lack of availability of credit for some of the bigger ticket items that people buy.

Senator SARBANES. During the past year, the number of people working part-time for economic reasons has risen by over a million. Is that correct?

Ms. NORWOOD. It's high now, I can tell you that. We can check the specific number but there are currently mor: than 6 million, about 6.2 million, people who are working part-time for economic reasons, and it is about a 1,300,000 increase.

Senator SARBANES. Over last April?

Ms. NORWOOD. Over last year, yes.

Senator SARBANES. In one year's time.

Ms. NORWOOD. Yes, that's right.

Senator SARBANES. What does that tell you about the job market? What implications do we draw from that?

Ms. NORWOOD. It's a troubled job market, quite clearly. These are people who want full-time jobs and can't find full-time jobs, or their hours have been cut back.

We have found in a special survey that we did a while ago that there has been a big increase in multiple-job-holding people, who have more than one job in order to get enough income. People work because they need the money.

Senator SARBANES. What do you mean by big increase?

Ms. NORWOOD. There has been an increase over the decade, I guess, in the number of people working at more than one job, what we call multiple-job holders and, interestingly, the number of those who are women has been increasing. The proportion of women multiple-job holders is fast approaching the proportion for men, which in earlier years was not the case. Women in the labor market are having the same sorts of experiences as men. In a period of a recession, we do expect to see the part-time for economic reasons go up, and it certainly has. It is a worrying figure. It's a matter of concern.

Senator SARBANES. Is there any way of telling how many of these people are people who have been laid off from full-time jobs and can only find part-time jobs?

Mr. PLEWES. We have some detail on those who are working on part-time schedules for economic reasons. One reason is because they are on slack work. That number has gone up by about a million. So, a million of the increase has been because their work at their own place has been slack.

Senator SARBANES. I see. Now, another alternative for employers to laying off people is reducing the work week. Have we had a decline in the average work week in this recession?

Ms. NORWOOD. Generally, the work week has held up. It has ups and downs but over a period of time it is still around 34 hours. It has been somewhat higher. It has been close to 35 hours, but I would say that it has not gone down overall very much.

Senator SARBANES. I wanted to ask about inflation because it is often asserted that we cannot move to do something about trying to stimulate the economy for the fear of provoking inflation. The Consumer Price Index (CPI) fell in March by a tenth of a point; is that correct, by a tenth of a point?

Ms. NORWOOD. Yes.

Senator SARBANES. And during the past 3 months, the CPI has risen at an annual rate of only 2.4 percent; is that correct?

Ms. NORWOOD. That's correct, yes.

Senator SARBANES. The Producer Price Index (PPI) has fallen in each of the last 4 months?

Ms. NORWOOD. Yes.

Senator SARBANES. You released the Employment Cost Index (ECI) figures on Tuesday, showing that labor costs are also beginning to moderate; particularly, for employee benefits; is that correct?

Ms. NORWOOD. That's correct. They are not going up as fast as the employer cost of benefits.

Senator SARBANES. Well, now given this performance with respect to the CPI, PPI, and ECI, what does it say about the inflationary situation in which we find ourselves? I know everyone wants to be very cautious about this but, nevertheless, looking at this recent history, it does not seem that we are, at least, currently confronted with a major inflation worry. Would that be correct?

Ms. NORWOOD. I suppose one could say yes and no, depending on how you look at it. Clearly, we had in 1990 about a 6 percent rate of inflation. We had a special situation with oil prices at the beginning of the Persian Gulf Crisis. We have had a very large decline in energy prices in the first quarter of this year, 30 percent, 31 percent. If you look at all items excluding energy, we have about a 6 percent rate of inflation in the first quarter of the year. Do you have anything to add to that, Mr. Dalton?

Mr. DALTON. No. The dramatic slow-down in the first quarter came from a drop in energy prices, which was essentially an unwinding of the price increases we saw in the last half of last year. So, if you look at what is sometimes called the core rate of inflation, it doesn't show that dramatic a change.

Senator SARBANES. Does the core rate of inflation exclude the energy sector?

Mr. DALTON. Yes.

Senator SARBANES. Does it exclude the food sector?

Mr. DALTON. Yes.

Senator SARBANES. Then, one is prompted to ask what does it include? What percent of the CPI is energy?

Ms. NORWOOD. If you don't eat and if you don't live in a house and if you don't drive a car, you're in the core rate. [Laughter.]

But the important point about it is that food, after all, is really very much affected by the weather and oil is very much affected by external actions. The core factors are not really the same thing.

I would like to make one other point before we leave this issue and that is that we do need to examine somewhat more carefully the first quarter increase of 6 percent, because there were some very specific circumstances that contributed to that increase; we also had tax increases that took effect and then there were a couple of, what we like to call, technical factors that will, we hope, not be repeated. There were, for example, changes that occurred in the seasons at which apparel is introduced. Apparel was introduced earlier in the year rather than later. We reflected that, as we should, I believe, but it meant that it will take a while for the seasonal factors to catch up. I would also point out that if you look at the automobile industry and at automobile prices, somehow they have changed their whole approach to merchandising, and its very hard to look at those prices or their employment in a seasonally-adjusted way with any real feeling of confidence. So, there are some technical issues there that probably work on the side of pushing that number up a bit more than it should be.

Senator SARBANES. Let me just get this for the record. What part of the CPI is made up of the energy sector and what part by the food sector, both of which are excluded from so-called core inflation?

Ms. NORWOOD. Energy commodities have a relative importance of about 4.6 percent. That is commodities. Energy itself—I'm sorry, I've got it here—is 8.2 percent of the relative importance of the CPI in December 1990.

Senator SARBANES. And food?

Mr. DALTON. Food is 16.2 percent.

Senator SARBANES. So, the two together are about a quarter of the CPI; is that correct?

Ms. NORWOOD. Yes, that's right.

Mr. DALTON. That's right.

Senator SARBANES. Senator Proxmire, we are very pleased to have you with us, and I would yield to you if you have some questions.

Senator PROXMIRE. Well, thank you. I just have a couple of questions on this part. I don't want to overstay your gracious invitation. But let me say as I look at this release, and I take it this is your work, too, right?

Ms. NORWOOD. Yes. I've approved it.

Senator PROXMIRE. The second paragraph reads, "Nonfarm payroll employment as measured by the survey of establishment decreased by 125,000."

Ms. NORWOOD. That's correct.

Senator PROXMIRE. The last paragraph on the page says that 117.4 million seasonally-adjusted total civilian employment rose by 640,000.

Ms. NORWOOD. That's right.

Senator PROXMIRE. Now, the reason is, as I understand it, that the first is the establishment data and the last is the household data.

Ms. NORWOOD. Correct.

Senator PROXMIRE. Now, we've been through this often, but this is so clashing that it seems to me it suggests that there should be some further interpretation. How can we, on the one hand, be told that jobs increased and, on the other hand, that they sharply decreased?

Ms. NORWOOD. I tried to do that, Senator, in my statement. I think that we have had several developments. First, on the unemployment side we had large increases for several months, and now we have a decline. We probably should look at that over the 3-month period, unless we get some data next month to suggest differently.

In the case of employment, we have had in the household survey very small estimates there for some months, and this could well be a catch-up; although as I pointed out in my statement, we are rather surprised that these increases were not for private-wage and salary workers. They were for self-employed and self-employed does go up during a recession, but not this much and not in a single month.

Senator PROXMIRE. But you have in the household survey five times as large an increase as the decrease in the establishment survey.

Ms. NORWOOD. That's right and I think that we should not put a lot of emphasis on a single month, and that's what I said in my statement. I do not think that the economy has improved as much as the household survey suggests that it has and, if you noticed, I emphasized the moderation in the declines. Now, we may have another month next month that will support the household survey, but I would be very reluctant, based on what has happened in the preceding months and in the particular configuration of the household survey that were releasing today, to put too much reliance on that single month of data.

Senator PROXMIRE. I realize that you're very reluctant to advocate policies, and I can understand that, and I'm not going to ask you to do it. However, some people have argued that we have a situation in which we have a tremendous need for improving our infrastructure; particularly, our highways, bridges and so forth, and this is well documented.

On the other hand, we have a substantial surplus that the Administration or somebody refuses to use in the Highway Trust Fund, billions of dollars; and, in addition to that, we have a gasoline tax that is far, far below that of any other major country, about a third of what it is in other major countries. And we have unemployment in construction, which I take includes highway building, that is the highest of any sector, over 15 percent, if I understand the figures right.

Now from a technical standpoint, if the Congress should decide—not we any more—but if the Congress should decide to introduce a program of rebuilding our infrastructure in a big way, how would this affect and how long would it take it to affect significantly the employment figures, in your judgment?

Ms. NORWOOD. Well, obviously, Senator, it would depend on how it was done. In the past many of these programs have taken a long time before they really resulted in actual jobs, but that depends on the amount of money; on the way in which it is done; and on the way in which the money is allocated, and so on. So, I really can't contribute anything.

Senator PROXMIRE. Would it be a way of increasing employment and diminishing unemployment over a period of 6 months, or is that too short a period?

Ms. NORWOOD. I don't know. It depends on how the Congress would decide to do that.

Senator PROXMIRE. Well, you say it depends on how. Your implication is that there is a way of putting people to work rather quickly.

Ms. NORWOOD. If one has money and one has jobs, obviously, you can go out and hire people; but the experience of the past has shown that some of this particular kind of program takes some time. As I've said, it depends on how it's crafted. I know you have written a good bit on this and I, unfortunately, have not read all of it. I don't know why your column is only in a Wisconsin newspaper because it would be very useful for us here in Washington.

Senator PROXMIRE. Well, it's in a few other papers.

Ms. NORWOOD. Good.

Senator PROXMIRE. The *Cincinnati Inquirer* and the *Pittsburgh Press* are a few enlightened papers that take it. [Laughter.]

Ms. NORWOOD. Well, we in Washington would be quite enlightened to have it.

Senator SARBANES. Perhaps, after today we will get it somewhat more widespread than that. [Laughter.]

Ms. NORWOOD. We hope so.

Senator PROXMIRE. Then, there is the charge by some that our vocational and technical training of workers has lagged. Some people argue that the Labor Department made a study that shows that in the next 20 years a very large proportion of the increase in jobs will be in high-tech areas, which will require a capability of reading and doing math that very few of our workers have today.

In your expert judgment would it make a significant difference over the next few years if we do increase vocational and technical training and expand it so that it does increase the education capability?

Ms. NORWOOD. I think we have to do a lot more than that. I think we've got to rejuvenate and improve our whole educational system, and

its a much bigger job than just taking a few people and giving them some vocational training. Obviously, that's important. But it is quite clear that our educational system is no longer very competitive with those in other countries of the world, and there are many people from the President on down, certainly, many people in both parties and a lot of the Governors that I talk to, who are very interested in this. In fact, one of the things that has interested me as I go out to many of the states is that, as you know, we have a federal/state cooperative statistical program—when I have an opportunity to talk to a Governor, generally the first thing on his mind is education, how to improve the educational system of the state. So, I think it is a very important issue.

Senator PROXMIRE. What I'm talking about is the employment service that I think is a marvelous opportunity to match job openings with people who need employment. As I understand it, at least in our State of Wisconsin, if you're on unemployment compensation, you're required to report to the employment service; then you're told what jobs are available; and then you can work with voc-tech to get whatever training you need. It seems to me that that is a sensible match that hasn't been handled all over the country.

Now, let me ask you just one other question—I apologize for imposing on the time of the Committee—but I do want to ask you whether you believe the time has come to take a harder, longer look at something we haven't done for 55 years and that is shorten the work week to provide more jobs. We did that in the past. We did that in the 1930s, of course, and it was very helpful. We've had the 8-hour day and the 40-hour week now as standard for nearly 60 years. Meanwhile, we have made enormous improvements in productivity. Leisure has an obvious appeal to many people. What are the realistic possibilities of providing more jobs by taking a good hard look at the work week?

Ms. NORWOOD. I would hate to see—and this is just a personal opinion—us decide that the way to handle a problem of lack of jobs is to spread whatever work there is around. Some countries have done that, but it seems to me that we need to have a healthy economy that creates jobs, and then we can look at this issue.

We have in many cases, and we're seeing in a lot of private industry now, greater attention given to flexible working schedules and to flex time in general. That's important when it relates to issues of work and family. But I think it's very important that we have a healthy economy creating jobs, and that we don't look at that as—and I'm sure you did not intend that—but I have seen in other countries the view that, well, we'll just handle unemployment by spreading whatever work there is around. I think we need to have a stimulated economy and not just look at that.

Senator PROXMIRE. Thank you. Thank you, Mr. Chairman.

Senator SARBANES. Congressman Obey or Congressman Armey?

Representative OBEY. No questions.

Representative ARMEY. Thank you, Mr. Chairman.

Just one point of clarification going back to the core CPI. Did I understand that you exclude all of energy or just energy commodities?

Ms. NORWOOD. No, all of energy. When I gave the weight for energy commodities, it just happened to be the first thing I saw. The relative importance for all of energy is 8.2 percent and the All Items Less Energy Index excludes all of energy.

Representative ARMEY. Thank you.

Thank you, Mr. Chairman.

Senator SARBANES. The Committee would now like to continue by turning to the retrospective of these hearings.

Commissioner, we hope you will be able to stay with us for that, and I would like to ask former Commissioner Geoffrey Moore to come forward and join you at the witness table, if he would.

Representative OBEY. Would the Chairman yield for a moment?

Senator SARBANES. Certainly.

Representative OBEY. I'm going to have to leave to catch my plane. I want to congratulate my friend and colleague to my left for the role that he had in beginning these hearings quite a few years ago. I think they've added immeasurably to our understanding of what is happening in the economy.

Dr. Norwood, again I want to thank you for your service. I wish you well.

Ms. NORWOOD. Thank you very much.

Senator SARBANES. Thanks very much, Dave.

We are very pleased to have our former Chairman, Bill Proxmire of Wisconsin, who called the first such hearing with respect to the employment and unemployment figures in the spring of 1971; and Dr. Geoffrey Moore, who was Commissioner of the Bureau of Labor Statistics at the time and who was a witness at that first hearing.

We had also hoped that our former colleague, Congressman Barber Conable, Ranking Republican Member of Congress, who was also at that hearing with Senator Proxmire, would be able to join us but his current duties a President of the World Bank precluded him from being present this r oming.

I would like to make just a few comments about these hearings and their beginnings. I regard these hearings as a very important way in which the Congress asserts its own right and the right of American citizens to accurate and timely information about the economy from the executive branch of the Government. Unfortunately, we learned that you can't necessarily take that for granted. Twenty years ago, unfortunately, the Nixon Administration didn't like what the Bureau of Labor Statistics said at its press briefing on the employment situation, because it was a

technical factual statement about the figures, and it didn't correspond with an effort to put a political gloss on it.

We try, here in the Committee, to put a political gloss on it from different directions, but the Commissioner is always very good at fending that off, I guess would be perhaps the general way to describe it. Unfortunately, the Secretary of Labor canceled the briefings. They had been holding briefings at the Labor Department every month on the unemployment figures, and it didn't go according to script because it was put in a very objective way. So, they were canceled.

Here is what the *Washington Post* had to say about that in an editorial on March 22, 1971, and I quote them in part from that editorial.

> For more years than we care to remember, the Bureau of Labor Statistics has been one of those government agencies you could count on for straight talk. At BLS you got unvarnished facts with only the most cautious balanced elaboration by trained technicians. So it is disappointing, not to say disquieting to hear that the Nixon Administration has decided to muzzle the BLS. It is being said in some quarters that this change was made because the BLS in its starchy addiction to the facts has occasionally undercut some of the Administration's best efforts to tell us what it thinks we would most like to hear about the state of the economy.

Following the cancellation of those briefings, Senator Proxmire undertook to make the Joint Economic Committee a forum in which the Bureau of Labor Statistics could present, and I'm quoting now from his opening statement at that time, "the public truthful and unvarnished explanation about their monthly figures." Actually that ill-considered policy was reversed later in that Administration and it has remained reversed ever since through both Democratic and Republican Administrations, I'm pleased to say. The Joint Economic Committee has continued to conduct these hearings over the years for their educational value to Congress and the public.

Today's hearing is the 203rd time the Committee has received testimony from the Commissioner of Labor Statistics on the monthly employment and unemployment situation. We have done it month in and month out with occasional misses when the Congress has been in recess or in adjournment. Even then, we have covered most of those instances, although not all of them. Of the 203 times the Committee has met to receive testimony, Commissioner Norwood has appeared before the Committee 129 of them.

I would now like to ask Senator Proxmire for his thoughts on the events that led up to these hearings and to reflect briefly on any other matters related to the hearings, and then turn to Dr. Moore for any comments he may make. But, Bill, before I turn to you, I yield to my Ranking Member, Congressman Armey, if he has any comments he wants to make.

Representative ARMEY. Thank you, Mr. Chairman.

Let me say that this is an interesting story. I had not known that story. At that time I guess I was just starting my career as an academic, and I, being a microeconomist, felt that all this was beneath my dignity. [Laughter.] But at any rate, clearly, it seems to me that the biggest hurdle that any government, irrespective of its degree of comprehensive involvement in the peoples lives, must overcome is the difficulty of handling the database of the very broad and comprehensive government decisions that must be made. In fact, if we see the role of the Joint Economic Committee as one that perhaps oversees the nature in which agencies collect, analyze, and report data, I would think that would be a very, very critical role for this Committee to play. Certainly, as you unfold the story, you feel as though the role that we began 20 years ago with respect to BLS has given us—as the peoples' represent-atives—greater confidence in the veracity of your statistics in your reports. It has, perhaps, proven that this is such a good idea that we ought to extend the practice to such agencies as the Congressional Budget Office and the Joint Tax Committee in their analytical and reporting practices. So, I can only applaud the direction and hope that we will take it further.

Thank you, Mr. Chairman.

Senator SARBANES. Chairman Proxmire, we would be very happy to hear from you, and we are very pleased that you were able to join us this morning. You provided extremely forceful, vigorous, and distin-guished leadership for this Committee for many years, and it is a privilege to have you back with us.

Senator PROXMIRE. Thank you very much, Senator Sarbanes. I certainly appreciate that.

These particular hearings on the monthly employment, unemploy-ment, and price statistics began—as we've now been told several times—20 years ago. They began in order to offer an up-to-date—I should say up-to-the-minute—occasion for the Commissioner of Labor Statistics to announce the monthly unemployment rate at the hour of its release, and to provide expert interpretation of the significance of this most potent of all economic statistics, as well as price developments in the preceding month. Most important, the hearings furnished a bipartisan framework for challenging the Commissioner's interpretation of employ-ment and price developments from members of Congress, representing both political parties. Virtually every month for the past 20 years, Commissioners have consistently enlightened and instructed the Congress through this Committee.

As I calculate it and as has been indicated, this month will mark the 203rd appearance of the Commissioner before this Committee to discuss these critical employment and price developments.

In her more than 12 years as Commissioner, Dr. Norwood has made 129 of these 203 appearances. In these years she has answered literally

thousands of questions from Democratic and Republican Members of Congress. She has been endlessly entreated to put a partisan spin on this data, but she has never wavered, and not once, to my knowledge, has she disclosed bias. She has sustained and improved, what is without exaggeration, the best statistical agency in the world.

And I might point out how delighted I am to see Dr. Geoffrey Moore here. Dr. Moore, of course, was head of the Bureau at the time that the incident occurred, as described by Chairman Sarbanes, and he took a critical part in getting the hearings off to a very good start.

Today, this Committee is chaired by Senator Paul Sarbanes, who, before he came to Congress—many people have forgotten—brilliantly served on the staff of Walter Heller in the early 1960 glory days for economics, when Heller was the spectacular chairman of President Kennedy's Council of Economic Advisers. Dick Armey adds an astoundingly enlightened Republican view to the situation, which I'm delighted to see. [Laughter.]

I'm very impressed. The Committee, today, is staffed by the likes of Senior Economist, Bill Buechner, and its highly gifted counsel, Dick Kaufman, and it's in the best of hands.

Senator SARBANES. Thank you very much, Senator Proxmire.

Dr. Moore, we would be happy to hear from you. I know you have a proposal you wish to make that you think will improve how we do business, and also we would appreciate any comments you may have in an historical sense. It's a pleasure to have you back with the Committee.

STATEMENT OF GEOFFREY MOORE, FORMER COMMISSIONER, BUREAU OF LABOR STATISTICS

Mr. MOORE. Thank you very much, Mr. Chairman, and thank you very much, Mr. Former Chairman Proxmire.

The conversation reminds me of that first hearing. I got a question from the press after the hearing, "how did the hearing go," as compared with the press conferences that we had just discontinued, and the impolitic remark that I made to the press then was, "well, I thought the questions were more intelligent." [Laughter.] I have never quite lived that down.

Senator PROXMIRE. I can see you weren't running for office. [Laughter.]

Mr. MOORE. I've prepared a statement and, if you will allow me, I'll just read it quickly and make some comments on today's data in connection with it.

The Joint Economic Committee deserves the heartiest congratulations for having persisted for 20 years in demonstrating the importance of employment statistics and supporting their dissemination and improvement. I'm proud to have participated in the first of these employment hearings and wish you well during the next 20 years.

I would like to take advantage of this opportunity to propose a new publication for your consideration, which might be called *Employment Conditions Digest*, or ECD. You are doubtless aware that about a year ago the Commerce Department discontinued the *Business Conditions Digest* or BCD, which it had been publishing for many years. Although some of the same material is being published in the *Survey of Current Business*, there is a gap to be filled and ECD would help fill it. If the Bureau of Labor Statistics can secure the resources to take this on, I believe it would make a major contribution to our understanding of the employment picture.

Here are a few ideas about the content of such a publication.

It would contain charts covering roughly the past 20 years or so, showing the swings in employment and unemployment, job openings, layoffs, wages, productivity, and so forth. Some types of employment data, such as the average work week, are leading indicators and give early clues to where the economy is heading. Other series, such as the total number of hours worked by all employees on payrolls, give a comprehensive measure of where the economy stands.

Table 1 of my prepared statement shows how this timely measure has tracked the current recession and how it compared with the movements in real GNP. Hence, it would be useful to have the more important indicators of employment conditions classified into leading, coincident, and lagging groups with charts arranged accordingly. The table is not up to date through April. I called my office about 9:00 a.m. in New York and they hadn't been able to obtain the April figure yet, but I presume the Bureau of Labor Statistics has it. But in any case, employee hours have tracked the present recession very nicely and is a good supplement to the GNP figures. Of course, the major difference between them is the productivity growth in the GNP figures which is not in the total hours of employed workers.

Finally, in order to help readers track recessions and recoveries, charts could be designed to compare the current recession with previous recessions to see how severe it is and where it is hurting the most.

Chart 1 of my prepared statement provides an example. We've taken our leading employment index, which we calculate each month, and the coincident employment index, which we also calculate, and compare them with previous recessions. There, I do have the most recent calculation, our calculation of the leading employment index and for April its 203.5, which is up from 200.5 in March. So, there is a fairly significant increase in the leading index for employment in the April data.

I must confess that I put forth most of these ideas about an *Employment Conditions Digest* about a dozen years ago, to no avail. We have pursued some of them at the Center for International Business Cycle Research at Columbia University, including the construction of the leading index of employment that is shown here as well as the

coincident index. But ECD has not yet been born, and I hope that the Bureau of Labor Statistics and the Joint Economic Committee will give it a push.

Thank you very much, Mr. Chairman. I would be glad to try to answer any questions that you might have.

[The prepared statement of Mr. Moore follows:]

PREPARED STATEMENT OF MR. MOORE

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Here are a few ideas about the content of such a publication. It would contain charts covering the past twenty years or so showing the swings in employment, unemployment, job openings, layoffs, wages, productivity, etc. Some types of employment data, such as the average workweek, are leading indicators, and give early clues to where the economy is heading. Other series, such as the total number of hours worked by all employees on payrolls, give a comprehensive measure of where the economy stands. The attached Table 1 shows how this timely measure has tracked the current recession and how it compares with the movements in real GNP. Hence it would be useful to have the more important indicators of employment conditions classified into leading, coincident and lagging groups, with charts arranged accordingly.

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TABLE 1.
NONFARM EMPLOYEE HOURS AND REAL GNP, 1990-91

	Nonfarm Employee-Hours			Real GNP	
	Billion, Monthly	ann. rate Quarterly	Percent Change from Previous Quarter, ann. rate	Billion 1982$, ann. rate Quarterly	Percent Change from previous quarter, ann. rate
	(1)	(2)	(3)	(4)	(5)
1990:					
Jan.	202.75				
Feb.	203.78				
Mar.	202.94	203.49	1.2	4150.6	1.7
Apr.	202.84				
May	204.62				
June	206.17	204.54	2.1	4155.1	0.4
July	205.55				
Aug.	204.74				
Sept.	205.76	205.35	1.6	4170.0	1.4
Oct.	202.80				
Nov.	203.48				
Dec.	204.24	203.51	-3.5	4153 4	-1.6
1991:					
Jan.	201.57				
Feb.	202.20				
Mar.	201.45	201.74	3.4	4123.9	2.8
Apr.					

Source: Bureau of Labor Statistics and Bureau of Economic Analysis.

Center for International Business Cycle Research, April 1991

is hurting the most. Chart 1 provides an example. The same can be done with recoveries when they develop. This is one way to gauge the effectiveness of economic policies and determine where and when more action is needed

I must confess that I put forth most of these ideas about *Employment Conditions Digest* about a dozen years ago, to no avail. We have pursued some of them at the Center for International Business Cycle Research at Columbia University, including the construction of a leading index of employment. But ECD has not yet been born, and I hope that the Bureau of Labor Statistics and the Joint Economic Committee will give it a push!

CHART 1.
CURRENT RECESSION COMPARED WITH
PREVIOUS MILD AND SHARP RECESSIONS

Leading Employment Index (CIBCR)
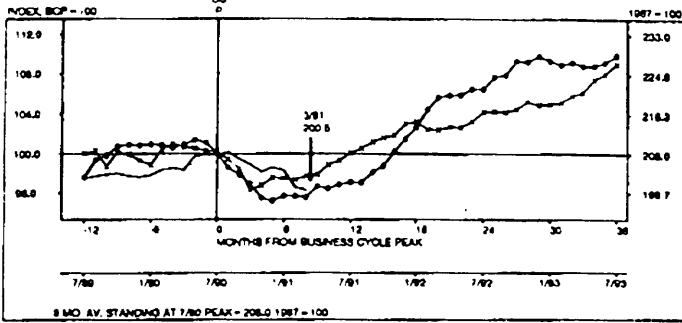
Coincident Employment Index (CIBCR)
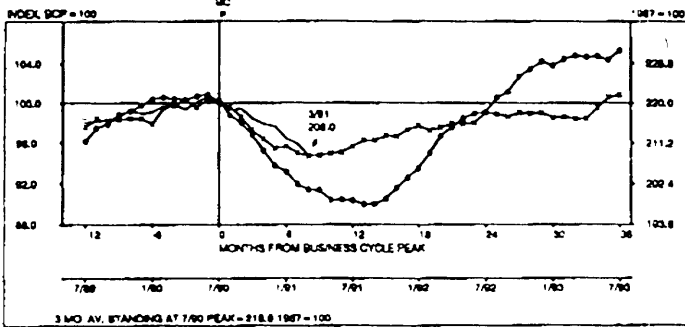
 Average, 3 mild recessions (1960, 1969, 1980)

 Average, 5 sharp recessions (1948, 1953, 1957, 1973, 1981)

Current Recession (1990)

Center for International Business Cycle Research, Columbia Business School.

Senator SARBANES. Thank you very much, Dr. Moore. We appreciate your coming, and we appreciate, as always, the fact that you are looking to the future as you have done in this statement.

Let me ask one question. I notice by looking at the charts in your prepared statement that, in fact, this downturn really tracks previous downturns. In fact, it seems to track the sharp recessions somewhat closer than it tracks the mild recessions. Is that correct or not?

Mr. MOORE. Well, first, it depends on whether you're looking at the coincident index or the leading index, and one thing about the coincident index is that it includes measures derived from both the payroll and household surveys. So, it helps to meet some of the problems of the differences that appear, and they have certainly appeared this month, in those two surveys. It's a composite index based on employment and unemployment data from both surveys.

The coincident index, through March at any rate, is very close to the average of the three mild recessions of 1960, 1969, and 1980 and is not as severely down as the average of the five sharp recessions.

For the leading index through March, it was in between the averages of the two types of previous recessions, but the April data will push it up to about where the mild recession average was in the corresponding month. So, to date, I would say that these employment figures look a bit more like the average of the milder recessions than the average of the sharp ones. But there are, of course, other data than employment to look at and those data are more mixed in their performance.

Senator SARBANES. Commissioner Norwood, as it has been stated here, this is the 129th time you've testified on the employment and unemployment data. From that vantage point is there some way that we could improve the hearing format to make the hearings more informative or more useful to the American people? You are about to retire now, and it is free reign for you. What should we do to make these hearings work better in your perception?

Ms. NORWOOD. I believe you handle the hearings extremely well. They are a real challenge for us. They keep us on our toes, and I think that's very much in the public interest.

I am delighted that Congressman Armey is coming so that we have both sides of the House here represented. I think it's very important that the hearings have questions from different vantage points so that the public will have the opportunity to hear differing points of view about the data, because it seems to me that the important thing really is that a democratic society requires that people understand issues; and I believe that this Committee has done a great deal over the last 20 years to ensure that the people of this country have a better understanding of labor market data.

I also want to say that the Committee has done a great deal to preserve the integrity of the system. The fact that the Committee holds these hearings is terribly important. As I've said before, I've been

involved in this work under six Secretaries of Labor. I have to say that each of them has been wonderful in understanding the need for the independence of the Bureau. I have been extraordinarily impressed with our new Secretary Lynn Martin's attitude about the objectivity of data and the need for our continuing to do things as we have done them. I believe that the fact that this Committee holds this hearing and has an interest in what is going on in the statistical system is very much in the public interest, and it has a very important effect on how people look at the statistical system. So, I hope you continue to do more and more of it. Since I don't intend to just retire off into the woodwork, I hope you'll invite me back sometime to discuss some of the issues that I'm working on.

Senator SARBANES. We very r,,¹ch want to do that.

I am not trying to elicit out of you the comparison that Dr. Moore gave after the first hearing about the difference between the press briefing and the Committee hearing, that on occasions when we are unable to have a Committee hearing, which have not been many, but on those occasions, as I understand it, you do do a press briefing.

Ms. NORWOOD. Yes.

Senator SARBANES. I wondered if you would compare the relative merits of those two formats in sort of laying out the figures and so forth.

Ms. NORWOOD. They are very different, and I believe that the reason that you people here are interested in these data is because you have to make policy decisions, and you need to know what is going on so that you can make up your minds about a position to take. That gives you, I believe, insights into data needs that no one else has. So, I think it is a much richer experience for that reason. The media certainly have an opportunity to be here and to listen to this, and they often talk to us later. I think it's the best of all worlds.

Senator SARBANES. Is it your perception—you have headed the Bureau for 12 years now—that the Bureau has been able to operate free of any political pressure to try to influence or slant its figures in one direction or another?

Ms. NORWOOD. The Bureau has operated with complete independence. It takes eternal vigilance, and it takes some strength—not because anyone is intending to do harm, far from it—but it's very easy to let the guard slip. I think it is terribly important for us in the entire statistical system, not just the Bureau of Labor Statistics, to have people in positions of leadership who have the courage to speak out or to object when necessary. As you know, we have often discussed, here in this Committee, issues in which we may have disagreed with the approach that the Office of Management and Budget might have taken, say consolidation of personnel, or something of that sort.

I think it is important that one is always watchful because very innocent kinds of actions with no intention to politicize can result later on in politization. So, it is a very important issue and, as I have said before, I believe that this Committee's hearings are a tremendously important aid in promoting statistical independence.

I have had experience with many Secretaries. I've been in the Bureau for a long, long time, as Geoff knows, and I've worked as Commissioner under six of Secretaries and as Deputy Commissioner under four more. That's really 10 Secretaries that I have related to almost directly, and they have each been very supportive of our independence. But it has, at times, been necessary for me to go to them and say, for example, somebody in the Department wants to do this and you can't allow it because it might at some time interfere with our independence. I think that takes a certain amount of courage and moral fortitude and a feeling that you've got to state the case very definitely, but it is listened to, and I have never had any interference at all.

Senator SARBANES. I think that is partly because you have been very strong and vigilant in exercising your role in pointing out the broader implications. Obviously, if the figures ever become suspect themselves, then we are in for a very difficult period. It is one thing to come here and present the figure, and then to have the members of this Committee interpret them one way or another, but through that process the figures themselves remain, as it were, firm. I think it is very important, and you have done an outstanding job in that regard.

Where do you foresee the Bureau heading in the next 20 years?

Ms. NORWOOD. I think that the big problem that the Bureau of Labor Statistics has is the tremendous increase in the appetite of this country for its data. The economy is becoming an economy that is run by numbers and the numbers have a tremendous role. The Bureau has a great deal to do, and it would be nice if we could just go off and do the things we now have to do, but we can't do that. We've always got to be thinking ahead about the changes in the economy and the changes in policy that are developing, so that we can develop the objective indicators for them. Many of these issues are extremely difficult. It's much harder to measure services, for example, than it is physical output, and, yet, we are very much embarked on a plan to increase and improve the data on services. It is extraordinarily difficult to handle the technical changes in price indexes in medical care, but medical care is 12 percent or so of the GNP, and it is essential that we have price indexes for medical care of a variety of different types. Those are some examples of the sorts of things we are doing.

Above all, however, we've got to maintain the quality of the work that we do. No statistical agency can stand still. If it does, it just falls backward. The state of the art is always changing, and we've got to focus on improvements of things that do not sound very exciting, like,

for example, improvement of the basic list of business establishments that we use in order to do our survey work.

There is not a lot of output from that *per se*, but the rest of the data are dependent upon it, and we have a number of issues of that kind. I think we are going to be moving much more into the use of new technology in data collection and processing. We will be looking much more than we have before at some of the cognitive issues of survey design to try to be certain that we understand really what we are getting.

We have to start fairly soon planning another revision of the *Consumer Price Index*. We are well on our way right now to a redesign of the *Current Population Survey*, which means a new questionnaire and overlap sample. We are hard at work in the wage area because of the legislation that the Congress has passed on locality pay. The productivity area is one that is burgeoning. We really need better information on the productivity of capital and materials, as well as of labor. There is a lot there. But there is in BLS, I believe, a tremendous staff. It is a very capable and dedicated staff. So, I think we're capable of doing the work that is there, but the future is going to be a very busy one.

Senator SARBANES. Are there any thoughts you would care to share with the Committee about the factors leading up to your decision to retire, and then, of course, if you want to share it, we would be interested to hear what you are planning to do and in what role we may bring you back on occasion.

Ms. NORWOOD. It was an extremely difficult decision to make. Lynn Martin is a very persuasive individual, and I met with her several times, and she tried very hard to convince me that I should accept another term. My feeling is that 12 years is a long time to be in this job and that it is a good time for me to step back and look at some of these issues. I would like to speak out on them; I would like to write about them; and I would like to teach about them.

I feel the Bureau is in very good shape. I don't want to stay too long, and I don't want to stay to a point where I think everything that I've done there is perfect. That, I think would be very injurious to the Bureau of Labor Statistics. I think it's in good shape. I think we've done a great deal. We've redesigned just about every program in the Bureau in the last dozen years. We've eliminated a lot of programs; we've brought in new programs; and I think its time for me to go off either to one of the so-called think tanks or research organizations or to a university as a base. I can assure you that I anticipate being very much involved in statistical policy issues, and I may even do a study on how the statistical system should be organized, and then come to you and ask you to do something about my results. [Laughter.]

Senator SARBANES. Finally, what advice would you give your successor?

Ms. NORWOOD. Have courage and be very strong and recognize the good staff you've got, but maintain the separation of the Bureau from

anything to do with regulation and policy issues, although that's a very fine line, and one needs to be careful. Basically, I see my role as helping the Department of Labor to define its issues and not to tell them what to do—that's up to them—but to help to define the issues.

You know, if I think about it a lot more, I could probably come up with a lot of other things, but for the moment I think I would leave it at that.

Senator SARBANES. Congressman Armey.

Representative ARMEY. Thank you, Mr. Chairman.

I'm sure, Mr. Moore, you know, and perhaps even experienced it, that we found ourselves at one time in the middle of a Great Depression and everybody looked around and said what do we do, and the others said well we don't even know where we are, and that gave rise to great innovations in the collection of the data and an understanding of the need to do so.

I feel very, very strongly that certainly your agency, Commissioner Norwood, is a key agency in providing the database, not only for public choice but for the scholars of this Nation. Now, thanks to cliometricians, even the historians may sometime in the future get it right if your database is full, complete and accurate, and available for them to access.

So, I would hope that one of the things that you would tell your successor—and be emphatic upon—is that above all else maintain the independence and integrity of the agency. If we cannot hold the public database above politics, then I don't believe we can ever be successful in government.

From what I have seen of the agency during the last 12 years that I have looked at it off and on, in your work product and so forth—let me just say to both of you—Dr. Norwood and Dr. Moore, I firmly believe that Simon Kuznets would be proud of both of you and so am I.

Thank you.

Senator SARBANES. Senator Proxmire.

Senator PROXMIRE. It is hard to add to that. I think that's a tremendous statement. But I would like to ask you, Dr. Moore, you have given us I think a very, very persuasive case for the so-called *Employment Conditions Digest*. What will it cost? [Laughter.]

Mr. MOORE. That's one estimate that I have not made.

Senator PROXMIRE. Don't you think you ought to make that? And who would pay for it?

Mr. MOORE. Well, I expect it to be a Government publication.

Senator PROXMIRE. Well, why should it be a Government publication? If it's useful, wouldn't its use be validated if business, labor, and others that would use it would pay and if you add a subscription to the public to also contribute?

Mr. MOORE. It could also be a private publication. I agree that's a possibility. I must say I did think a little bit of such a publication at our

own agency at Columbia, but it is a pretty big enterprise and it does need the——.

Senator PROXMIRE. By enterprise, what do you mean—$2 or $3 million a year, or more, or less, or what?

Mr. MOORE. Well, for a million I think you could do a pretty good job. Yes, something like that.

Senator PROXMIRE. A million a year?

Mr. MOORE. Yes.

Senator PROXMIRE. You heard Commissioner Norwood indicate how very much she would like to have more done at the Bureau, and she gave us a series of very, very impressive priorities that she would like to see move ahead on; beginning with the fact that we have an enormous need for data, and we've moving on data more and more.

It would seem to me that under the circumstances the Congress is going to have to do all it can to provide a budget that is necessarily going to be under terrific pressure to hold down, to move ahead in that area. And it will be hard to move ahead in this other area unless there is substantial nongovernment support for it.

Mr. MOORE. Yes, I see.

Senator PROXMIRE. I've know you've thought about selling it and getting other groups involved in it. Why is it that business, labor, and so forth don't get involved? It's something that should be valuable to them. The employment conditions that you outline, the data would be extremely useful—it seems to me—for some groups.

Mr. MOORE. It's possible and my most recent experience has been, as with all of us, in a recession; and business has been pulling back in their fund contributions quite seriously in many ways. But once we get started on an expansion, maybe the possibilities would broaden and, of course, there are foundations and other sources of funds that might also contribute to it. So, I wouldn't give up the idea entirely that it could be privately sponsored.

Senator PROXMIRE. Would that compromise its integrity, do you think if it were privately sponsored?

Mr. MOORE. I don't believe so. I think at the university where I am we publish a number of things. One thing is called "Recession Recovery Watch," in which we put together every 3 months 50 or 60 of the charts that I showed you in this statement, and a number of other publications. I think we preserve the integrity just as firmly as the Bureau of Labor Statistics of which there is, as you know, no equal or superior, at any rate. I think it can be done and especially if it has some connection through a university that could control the effort.

Senator PROXMIRE. Thank you, sir.

Senator SARBANES. If I could interject there. We looked at a series of hearings in an effort which was made in the 1980s to "privatize" a lot of government statistics, and the argument was that the Government

need not do them. The private sector will do them and put them on a commercial basis and sell them, and the statistics will, therefore, continue to be available. You do have the question of their integrity but, obviously, if their integrity comes into doubt, you wouldn't sell them.

One of the conclusions that we finally came to is that, while the figures may be very important, their marginal utility to each enterprise is not very great. And, therefore, the willingness of each enterprise, which is where the funding decision is essentially going to be made to undertake the funding, is diminished. The total value of it is significant, but you have no way to concentrate that total value in such a way that, for particular enterprises, it is judged to be worthwhile. Therefore, for many of the series, if the Government does not do it and provide it to the business and labor community and the society generally, it probably will not be done. That is not true of every series. There are some cases where that has happened in the private sector, but those are much more sector-focused and much more specific.

I think that on these more general figures that, while they are very important and people use them in their decisions and they attract a lot of attention, I am not sure that they would be sustained if you just sought to simply commercialize them.

Ms. NORWOOD. That's a very important issue, Mr. Chairman, and its an issue that this Government is going to have to focus on over the next decade, I believe. In many countries of the world, statistical agencies are getting involved in something called cost recovery or in making certain that the private sector takes over some of the main development of statistics.

I think there are some situations where there are interpretations of data when the basic database is there that can easily be done by the private sector, but we've got to be very careful. In my view, at least, you can only have democracy if you have information, and we can't price information out of the reach of those who cannot afford it. We have many users of our data who really cannot afford to pay very much for it, and then we've got lots of people who can. I don't know quite what you do about that, but I do think that the access to data is something that is terribly important and, in the policy of this Government, is not really very clear at this point.

Mr. MOORE. Mr. Chairman, in my proposal I was really thinking of using data produced by the Government and not actually trying to produce it privately, or by any other way; and I agree that that would be a very complicated and difficult job. But disseminating the data in an effective way can be a privatized kind of operation. If it's kept on a honest basis so that people do have confidence in the results that they are getting and in what the Government said, and not what the private agency wanted to put into it, then I think it could be done; and that is a rather different issue.

Senator SARBANES. We thank you both very much, Dr. Moore for coming back and Commissioner Norwood for appearing again before the Committee; and I want to thank Ken Dalton and Tom Plewes, your two associates for being back with us. I think that one of the reasons that you can look with confidence to the future, with respect to the Bureau of Labor Statistics, is because there is a very fine, committed, and dedicated staff there. But I dare say one of the reasons that it is there is because of the leadership you have provided to the Bureau, not only over the last 12 years, while you have headed it, but previously when you held important positions within the Bureau. I think it represents a legacy of yours.

Let me simply close with this observation. Paul Volcker not too long ago headed up a commission studying the public service. He was looking to see what we could do to attract and retain highly qualified, dedicated individuals working in the public sector, and the many things that need to be addressed. One of the observations that he made at the time that has stuck with me is, "Show me a nation with a second-rate public service, and I will show you a second-rate nation." I think that is very true. Obviously, if we are going to be a first-rate nation, we have to have a first-rate public service.

I simply want to close the hearing by thanking Dr. Moore and Commissioner Norwood for being first-rate public servants. And to thank Senator Proxmire, as well, for being a first-rate public servant, which was evidenced once again here today at this hearing.

We thank you all very much, and this hearing will now stand adjourned.

We will resume the next hearing with Mr. Corson, in very short order, to examine the Unemployment Insurance System.

Thank you very much.

[Whereupon, at 11:10 a.m, the Committee adjourned, subject to the call of the Chair.]

MAY EMPLOYMENT SITUATION

FRIDAY, JUNE 7, 1991

Congress of the United States,
Joint Economic Committee,
Washington, DC.

The Committee met, pursuant to notice, at 9:36 a.m., in room SD–562, Dirksen Senate Office Building, Honorable Paul S. Sarbanes (chairman of the Committee) presiding.

Present: Senator Sarbanes, and Representatives Armey and Wylie.

Also present: Stephen A. Quick, Executive Director; Edward W. Gillespie, Minority Staff Director; William Buechner, Lee Price, Steve Baldwin, and Chris Frenze, professional staff members.

OPENING STATEMENT OF SENATOR SARBANES, CHAIRMAN

Senator SARBANES. The Committee will come to order. We are pleased this morning to once again welcome Commissioner Janet Norwood, Commissioner of the Bureau of Labor Statistics, and her colleagues to present the monthly employment and unemployment figures.

A year ago, at a similar hearing, the unemployment rate was 5.3 percent. As I understand it, Commissioner, the rate that you have reported this morning and now will be discussing with the Committee is 6.9 percent. That is a 30 percent increase in the unemployment rate figure in one year's time.

Every month since last June the unemployment figure has been virtually edging upwards. It is now at its highest level in this recession, and yet we continue to get the siren song that, "this is a short and shallow recession. We are just about to turn the corner. There is really nothing to worry about." The unemployment situation continues to deteriorate. More and more Americans are thrown out of work. The number of those unemployed for long periods of time has risen. As I understand it, over the past year the number of people unemployed for 15 weeks or more has risen by 600,000 to well over 2 million, while the number unemployed for more than 6 months has risen to more than a million.

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Senator SARBANES. Congressman Wylie?

OPENING STATEMENT OF REPRESENTATIVE WYLIE

Representative WYLIE. Thank you very much, Mr. Chairman.

I too would like to extend a warm welcome to Dr. Norwood, which I have had the privilege of doing on several occasions. She is always an excellent witness and always brings us much interesting information.

As the Dr. Norwood knows, I have never been quite the prophet of doom as some other members of the Committee when she comes up here with her information. So, I will be anxious to hear some glimmer of light there. And I want to welcome you here this morning.

Thank you very much.

Senator SARBANES. Commissioner, we would be happy to hear from you.

STATEMENT OF JANET NORWOOD, COMMISSIONER, BUREAU OF LABOR STATISTICS, DEPARTMENT OF LABOR, ACCOMPANIED BY KENNETH DALTON, ASSOCIATE COMMISSIONER, OFFICE OF PRICES AND LIVING CONDITIONS; AND THOMAS PLEWES, ASSOCIATE COMMISSIONER, OFFICE OF EMPLOYMENT AND UNEMPLOYMENT STATISTICS

Ms. NORWOOD. Thank you, Mr. Chairman. As usual, I have with me Ken Dalton and Tom Plewes. All of us are very appreciative of this opportunity to discuss the data with you.

Payroll employment held steady in May, the first month since last September without a substantial decline in the business payroll job count. Data from the household survey, which appeared to improve in April, returned to the March level. The unemployment rate for civilian workers was 6.9 percent in May, and the large employment gain recorded by the household survey in April was reversed.

On the face of it, the data from the two surveys seem to contradict each other. If we look at the data for the last 2 months together, however, a more consistent picture begins to emerge. In that context, household survey employment is down only slightly and the unemployment rate is little changed, while the payroll survey shows a flattening in employment. I, therefore, believe that both surveys point to a labor market that is better today than it was earlier in the year.

You may recall that at last month's hearing I discussed the variability of the household survey data and warned that April's change in direction might not be sustained. It is now clear that unemployment, after rising rapidly since October, has held about steady over the past 2 months. In fact, essentially all of the unusual movements in April were reversed this

month. For example, self-employment, which accounted for the bulk of the large employment increase in April, is now close to its March level.

Now, I have included in my statement, Mr. Chairman, a discussion of the benchmark, which, as you know, we carry out to improve the totals of the business survey based upon the universe of all business establishments who employ people, which we get from the unemployment insurance tax records. The differences were rather small.

Looking at the specifics of the establishment survey, construction industry job declines were quite sharp from May of last year to April of this year—520,000. In May, however, construction employment was essentially unchanged, supporting other evidence that some improvement may be emerging in the residential portion of that industry.

Manufacturing presents a similar story. Employment declines moderated a bit in April following a string of large losses. In May no further declines occurred overall. Motor vehicle employment actually rose by about 20,000; this industry has recovered some 35,000 jobs over the past 2 months. Construction-related manufacturing industries have also staged a minor rally over the past 2 months. Other industries continued to show losses, however, most notably industrial machinery, instruments, aircraft, paper, and chemicals. The diffusion index for manufacturing was as high as 50 percent for the first time since February of last year, indicating that as many industries gained employment in May as lost it. This was a substantial improvement over late 1990 and early 1991.

Within the service-producing sector, the number of jobs in the transportation industry rose for the first time since December. Employment in the services industry edged up by about 40,000 in May, small by normal standards, but the first increase in 4 months. Business services showed a mild rebound, as employment has now edged up by about 20,000 over the past 2 months. Health services employment rose by 30,000. This industry has been one of the few bright spots in what has been a very widespread recession.

In summary, an examination of the data from both of our surveys over the last 2 months suggest that the labor market situation is stabilizing. While the first 3 months of the year saw massive job losses and a rapid rise in unemployment, the data for April and May indicate a leveling off in the labor market.

Mr. Chairman, my colleagues and I would now be glad to answer any questions the Committee may have.

[The table attached to Ms. Norwood's statement, together with the Employment Situaiton press release, follows:]

Unemployment rates of all civilian workers by alternative seasonal adjustment methods

Month and year	Unad- justed rate	X-11 ARIMA method						X-11 method (official method before 1980)	Range (cols. 2-8)
		Official procedure	Concurrent (as first computed)	Concurrent (revised)	Stable	Total	Residual		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1990									
May.........	5.1	5.3	5.3	5.3	5.3	5.3	5.4	5.3	.1
June........	5.3	5.3	5.3	5.2	5.2	5.3	5.2	5.2	.1
July........	5.5	5.5	5.5	5.5	5.4	5.5	5.4	5.5	.1
August......	5.4	5.6	5.6	5.6	5.6	5.6	5.6	5.6	--
September...	5.5	5.7	5.7	5.7	5.7	5.7	5.7	5.7	--
October.....	5.4	5.7	5.7	5.8	5.7	5.7	5.7	5.7	.1
November....	5.8	5.9	5.9	5.9	6.0	5.9	5.9	5.9	.1
December....	5.9	6.1	6.1	6.1	6.1	6.1	6.1	6.1	--
1991									
January.....	7.0	6.2	6.2	6.2	6.3	6.2	6.3	6.2	.1
February....	7.2	6.5	6.5	6.5	6.6	6.6	6.6	6.5	.1
March.......	7.1	6.8	6.8	6.7	6.8	6.9	7.0	6.8	.3
April.......	6.5	6.6	6.6	6.6	6.6	6.6	6.5	6.6	.1
May.........	6.6	6.9	6.8	6.8	6.9	6.9	6.9	6.9	.1

SOURCE: U.S. DEPARTMENT OF LABOR
          Bureau of Labor Statistics
          June 1991

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(1) Unadjusted rate. Unemployment rate for all civilian workers, not seasonally adjusted.

(2) Official procedure (X-11 ARIMA method). The published seasonally adjusted rate for all civilian workers. Each of the 3 major civilian labor force components—agricultural employment, nonagricultural employment and unemployment—for 4 age-sex groups—males and females, ages 16-19 and 20 years and over—are seasonally adjusted independently using data from January 1975 forward. The data series for each of these 12 components are extended by a year at each end of the original series using ARIMA (Auto-Regressive, Integrated, Moving Average) models chosen specifically for each series. Each extended series is then seasonally adjusted with the X-11 portion of the X-11 ARIMA program. The 4 teenage unemployment and nonagricultural employment components are adjusted with the additive adjustment model, while the other components are adjusted with the multiplicative model. The unemployment rate is computed by summing the 4 seasonally adjusted unemployment components and calculating that total as a percent of the civilian labor force total derived by summing all 12 seasonally adjusted components. All the seasonally adjusted series are revised at the end of each year. Extrapolated factors for January-June are computed at the beginning of each year; extrapolated factors for July-December are computed in the middle of the year after the June data become available. Each set of 6-month factors are published in advance, in the January and July issues, respectively, of Employment and Earnings.

(3) Concurrent (as first computed, X-11 ARIMA method). The official procedure for computation of the rate for all civilian workers using the 12 components is followed except that extrapolated factors are not used at all. Each component is seasonally adjusted with the X-11 ARIMA program each month as the most recent data become available. Rates for each month of the current year are shown as first computed; they are revised only once each year, at the end of the year when data for the full year become available. For example, the rate for January 1985 would be based, during 1985, on the adjustment of data from the period January 1975 through January 1985.

(4) Concurrent (revised, X-11 ARIMA method). The procedure used is identical to (3) above, and the rate for the current month (the last month displayed) will always be the same in the two columns. However, all previous months are subject to revision each month based on the seasonal adjustment of all the components with data through the current month.

(5) Stable (X-11 ARIMA method). Each of the 12 civilian labor force components is extended using ARIMA models as in the official procedure and then run through the X-11 part of the program using the stable option. This option assumes that seasonal patterns are basically constant from year-to-year and computes final seasonal factors as unweighted averages of all the seasonal-irregular components for each month across the entire span of the period adjusted. As in the official procedure, factors are extrapolated in 6-month intervals and the series are revised at the end of each year. The procedure for computation of the rate from the seasonally adjusted components is also identical to the official procedure.

(6) Total (X-11 ARIMA method). This is one alternative aggregation procedure, in which total unemployment and civilian labor force levels are extended with ARIMA models and directly adjusted with multiplicative models in the X-11 part of the program. The rate is computed by taking seasonally adjusted total unemployment as a percent of seasonally adjusted total civilian labor force. Factors are extrapolated in 6-month intervals and the series revised at the end of each year.

(7) Residual (X-11 ARIMA method). This is another alternative aggregation method, in which total civilian employment and civilian labor force levels are extended using ARIMA models and then directly adjusted with multiplicative adjustment models. The seasonally adjusted unemployment level is derived by subtracting seasonally adjusted employment from seasonally adjusted labor force. The rate is then computed by taking the derived unemployment level as a percent of the labor force level. Factors are extrapolated in 6-month intervals and the series revised at the end of each year.

(8) X-11 method (official method before 1980). The method for computation of the official procedure is used except that the series are not extended with ARIMA models and the factors are projected in 12-month intervals. The standard X-11 program is used to perform the seasonal adjustment.

Methods of Adjustment: The X-11 ARIMA method was developed at Statistics Canada by the Seasonal Adjustment and Time Series Staff under the direction of Estela Bee Dagum. The method is described in The X-11 ARIMA Seasonal Adjustment Method, by Estela Bee Dagum, Statistics Canada Catalogue No. 12-564E, February 1980.

The standard X-11 method is described in X-11 Variant of the Census Method II Seasonal Adjustment Program, by Julius Shiskin, Allan Young and John Musgrave (Technical Paper No. 15, Bureau of the Census, 1967).

News

THE EMPLOYMENT SITUATION: MAY 1991

Nonfarm payroll employment held steady in May, after declining markedly during the first 4 months of this year, the Bureau of Labor Statistics of the U.S. Department of Labor reported today. Changes in the civilian worker unemployment rate in April and May were generally offsetting. The rate rose by three-tenths of a point in May to 6.9 percent, following a roughly similar decline in April.

Unemployment (Household Survey Data)

Both the number of unemployed persons and the civilian worker unemployment rate rose in May (after seasonal adjustment), following declines of similar magnitudes in April. The number of unemployed persons rose by 370,000 in May to a level of 8.6 million, and the civilian worker unemployment rate rose from 6.6 to 6.9 percent. Both measures, however, were about the same in May as they were in March. The May jobless rate was 1.4 percentage points higher than it was at the start of the current recession in July 1990. (See table A-2.)

Although unemployment rates for all major worker groups rose in May, the increases generally offset April declines. Thus, the rates for adult women (5.8 percent), adult men (6.5 percent), teenagers (19.1 percent), whites (6.1 percent), and Hispanics (9.7 percent) were about the same as they had been in March. The jobless rate for blacks, however, at 13.0 percent in May, has edged upward steadily during the last 3 months. Unemployment rates for all major worker groups are substantially higher than they were in mid-1990. (See tables A-2 and A-3.)

The number of workers unemployed for less than 5 weeks rose by 370,000 in May, following a large decline in April. Long-term unemployment held steady in both April and May. At 12.9 and 6.5 weeks, respectively, both

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The establishment data shown in this news release have been adjusted to reflect annual benchmark revisions and updated seasonal adjustment factors. See the note on the revisions beginning on page 5.

Table A. Major indicators of labor market activity, seasonally adjusted

Category	Quarterly averages		Monthly data			Apr.-May change
	1990	1991	1991			
	IV	I	Mar.	Apr.	May	
HOUSEHOLD DATA	Thousands of persons					
Labor force 1/........	126,525	126,572	126,786	127,128	126,690	-438
Total employment 1/..	119,165	118,424	118,214	118,854	118,049	-805
Civilian labor force..	124,924	125,013	125,326	125,672	125,232	-440
Civilian employment.	117,564	116,865	116,754	117,398	116,591	-807
Unemployment........	7,360	8,149	8,572	8,274	8,640	366
Not in labor force....	63,772	64,099	63,917	63,708	64,291	583
Discouraged workers.	941	997	N.A.	N.A.	N.A.	N.A.
	Percent of labor force					
Unemployment rates:						
All workers 1/......	5.8	6.4	6.8	6.5	6.8	0.3
All civilian workers	5.9	6.5	6.8	6.6	6.9	.3
Adult men.........	5.4	6.1	6.5	6.2	6.5	.3
Adult women.......	5.1	5.5	5.7	5.5	5.8	.3
Teenagers.........	16.4	18.0	18.7	18.1	19.1	1.0
White.............	5.1	5.8	6.2	5.8	6.1	.3
Black.............	12.0	12.1	12.3	12.6	13.0	.4
Hispanic origin...	8.7	9.7	10.3	9.0	9.7	.7
ESTABLISHMENT DATA 2/	Thousands of jobs					
Nonfarm employment....	109,788	109,160	108,902	p108,722	p108,781	p59
Goods-producing.....	24,520	24,032	23,877	p23,793	p23,812	p19
Service-producing...	85,268	85,128	85,025	p84,929	p84,969	p40
	Hours of work					
Average weekly hours:						
Total private.......	34.4	34.2	34.2	p34.0	p34.3	p0.3
Manufacturing.......	40.7	40.3	40.3	p40.3	p40.4	p.1
Overtime..........	3.5	3.3	3.3	p3.3	p3.4	p.1

1/ Includes the resident Armed Forces.   N.A.=not available.
2/ Establishment data have been revised   p=preliminary.
to reflect March 1990 benchmarks and updated
seasonal adjustment factors.

the average and median durations of unemployment returned to their March levels, after rising in April. (See table A-6.)

The number of workers employed part time for economic reasons decreased by 230,000 in May. At 5.9 million, this group (often referred to as the partially unemployed) remains about 900,000 higher than it was at the start of the current recession. (See table A-4.)

Civilian Employment and the Labor Force (Household Survey Data)

Movements in civilian employment and in the labor force were also offsetting in April and May. At 116.6 million, seasonally adjusted, total civilian employment fell by 810,000 in May, following a gain of 640,000 in April. The bulk of these changes have occurred among the self-employed. (See tables A-2 and A-4.)

Since July of last year, total employment has fallen by 1.3 million. The employment-population ratio--the proportion of the working-age population with jobs--dropped half a percentage point in May, more than offsetting an increase in April. At 61.5 percent, the ratio is nearly 1-1/2 percentage points lower than its peak in the middle of last year. (See table A-2.)

The civilian labor force declined by 440,000 in May to 125.2 million, following an increase of similar magnitude in April. The labor force participation rate--the proportion of working-age persons either employed or actively seeking employment--was 66.1 percent in May, down 0.4 percentage point from a year earlier. The largest decline in labor force participation over the year has occurred among teenagers, whose rate has dropped 2.4 percentage points, but there were also small declines among adult men and women. (See table A-2.)

Industry Payroll Employment (Establishment Survey Data)

Nonfarm payroll employment held steady in May at 108.8 million. This followed a drop of 180,000 (as revised) in April and declines averaging 240,000 in the first quarter. Small employment improvements in May were widespread, as the index of diffusion was up to 50.8 percent. This was the first time in a year that as many industries added jobs as lost them. (See tables B-1 and B-6.)

Employment in the goods-producing sector, which had experienced declines each month for over a year, was little changed in May, as manufacturing and construction firmed up. Manufacturing payrolls were buoyed for the second consecutive month by returns of laid-off auto workers. Other manufacturing industries, most notably industrial machinery and instruments, continued to lose jobs. Nevertheless, about as many manufacturing industries gained employees as lost them, the best showing since early 1989.

Construction employment was unchanged in May; the industry had lost about a tenth of its jobs during the prior year. Continued reductions in nonresidential general contractors were offset by the first gains in special trades in over a year. In mining, 6,000 jobs were lost, half in oil and gas extraction.

In the service-producing sector, there was renewed job growth in May, after substantial losses in the prior 3 months. Improvement was largely concentrated in the services industry, which showed its first gain since January. Employment in business services was up 15,000, and health services continued its steady employment gains, adding 30,000 workers. A small employment increase also occurred in transportation. Real estate employment was unchanged in May, a positive sign in an industry that has had steady losses for a year. Retail trade employment was little changed in May following eight consecutive declines that averaged 50,000 a month. A similar occurrence was evident in wholesale trade.

Weekly Hours (Establishment Survey Data)

The average workweek for production or nonsupervisory workers on private nonfarm payrolls increased by 0.3 hour in May to 34.3 hours, seasonally adjusted, following decreases in the prior 2 months. Both the manufacturing workweek and factory overtime edged up a tenth of an hour, to 40.4 and 3.4 hours, respectively. (See table B-2.)

The index of aggregate weekly hours of private production or nonsupervisory workers increased by 0.9 percent to 121.1 (1982=100) in May, seasonally adjusted. The index for manufacturing increased by 0.4 percent to 101.1. Over the year, the index for manufacturing was down by 6.3 percent. (See table B-5.)

Hourly and Weekly Earnings (Establishment Survey Data)

Average hourly earnings of private production or nonsupervisory workers increased by 0.4 percent to $10.32, seasonally adjusted, in May. Average weekly earnings increased by 1.3 percent to $353.98. Prior to seasonal adjustment, average hourly earnings edged up by 1 cent and average weekly earnings were up by $1.37. Over the year, average hourly earnings increased by 3.4 percent and average weekly earnings by 2.8 percent. (See tables B-3 and B-4.)

Revisions in the Establishment Survey Data

In accordance with annual practice, the establishment survey data have been revised to reflect comprehensive universe counts of payroll jobs (benchmarks). These counts are derived principally from unemployment insurance tax records for March 1990. The effects of the benchmark revision on current data are shown in table B, which presents data for February 1991. February data are used because they represent the last month of final published estimates prior to this benchmark revision.

As is the practice with the introduction of new benchmarks, seasonal adjustment factors have been recalculated to incorporate the experience through March 1991. As a result, seasonally adjusted series for the past 5 years (1986-91) are subject to revision. The BLS uses the X-11 ARIMA (Auto-Regressive Integrated Moving Average) seasonal adjustment methodology to seasonally adjust establishment-based employment, hours, and earnings data. Projected seasonal adjustment factors are now calculated only for the first 6 months after the introduction of new benchmarks. A second set of projected seasonal adjustment factors, for use during the subsequent 6-month period, will be computed based upon data through October and introduced with the release of data for November. Revisions of historical data for the most recent 5 years will continue to be made once a year, coincident with the benchmark revisions.

All unadjusted establishment data series from April 1989 forward and all seasonally adjusted series from January 1986 forward are affected by the annual revisions announced today. The June 1991 issue of Employment and Earnings will contain a discussion of the effects of the benchmark revisions, revised seasonal adjustment factors to be used during May-October 1991, and an explanation of the seasonal adjustment methodology. This issue will also present revised estimates for all regularly published tables containing national establishment survey data on employment, hours, and earnings. All of the revised historical series will be published in a special supplement to Employment and Earnings, which is expected to be issued in July. This supplement, when combined with the historical volume, Employment, Hours, and Earnings, United States, 1909-90 (BLS Bulletin 2370), will comprise the full historical series on national data obtained from the establishment survey. Five years of history for the "B" tables published in this release are available on diskette (202-523-1172); the full history for all establishment data series is available on magnetic tape (202-523-1260).

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Table B. Establishment survey employment estimates for February 1991, not seasonally adjusted

(In thousands)

Industry	February 1991 employment estimates		Difference
	Before revision	As revised	
Total nonfarm employment...............	108,307	107,887	-420
Total private.........................	89,662	89,204	-458
Mining...............................	724	699	-25
Construction.........................	4,394	4,333	-61
Manufacturing........................	18,340	18,387	47
Transportation and public utilities.	5,772	5,759	-13
Wholesale trade.....................	6,219	6,062	-157
Retail trade........................	19,094	18,965	-129
Finance, insurance, and real estate.	6,764	6,669	-95
Services............................	28,355	28,330	-25
Government...........................	18,645	18,683	39
Federal.............................	2,936	2,936	)
State...............................	4,427	4,449	_2
Local...............................	11,282	11,298	16

Changes in data presentation

Beginning with next month's issue, tables A and A-1 of this release will no longer contain labor force series which incorporate data on Armed Forces stationed in the United States. The estimates of resident troop strength have had limitations of timeliness and reliability which were exacerbated during the recent Persian Gulf operations. (See note on table A-1.) The rate containing the resident Armed Forces will continue to be included in the range of measures of varying definitions of unemployment (current table A-8). Series incorporating the resident Armed Forces will continue to be included in the BLS publication, Employment and Earnings.

The Employment Situation for June 1991 will be released on Friday, July 5, at 8:30 A.M. (EDT).

Explanatory Note

This news release presents statistics from two major surveys, the Current Population Survey (household survey) and the Current Employment Statistics Survey (establishment survey). The household survey provides the information on the labor force, total employment, and unemployment that appears in the A tables, marked HOUSEHOLD DATA It is a sample survey of about 60,000 households that is conducted by the Bureau of the Census with most of the findings analyzed and published by the Bureau of Labor Statistics (BLS).

The establishment survey provides the information on the employment, hours, and earnings of workers on nonagricultural payrolls that appears in the B tables, marked ESTABLISHMENT DATA. This information is collected from payroll records by BLS in cooperation with State agencies. The sample includes over 350,000 establishments employing over 41 million people

For both surveys, the data for a given month are actually collected for and relate to a particular week. In the household survey, unless otherwise indicated, it is the calendar week that contains the 12th day of the month, which is called the survey week. In the establishment survey, the reference week is the pay period including the 12th, which may or may not correspond directly to the calendar week

The data in this release are affected by a number of technical factors, including definitions, survey differences, seasonal adjustments, and the inevitable variance in results between a survey of a sample and a census of the entire population Each of these factors is explained below

Coverage, definitions, and differences between surveys

The sample households in the household survey are selected so as to reflect the entire civilian noninstitutional population 16 years of age and older. Each person in a household is classified as employed, unemployed, or not in the labor force. Those who hold more than one job are classified according to the job at which they worked the most hours

People are classified as *employed* if they did any work at all as paid civilians; worked in their own business or profession or on their own farm; or worked 15 hours or more in an enterprise operated by a member of their family, whether they were paid or not. People are also counted as employed if they were on unpaid leave because of illness, bad weather, disputes between labor and management, or personal reasons. Members of the Armed Forces stationed in the United States are also included in the employed total.

People are classified as *unemployed*, regardless of their eligibility for unemployment benefits or public assistance, if they meet all of the following criteria: They had no employment during the survey week; they were available for work at

that time; and they made specific efforts to find employment sometime during the prior 4 weeks. Persons laid off from their former jobs and awaiting recall and those expecting to report to a job within 30 days need not be looking for work to be counted as unemployed.

The *labor force* equals the sum of the number employed and the number unemployed. The *unemployment rate* is the percentage of unemployed people in the labor force (civilian plus the resident Armed Forces). Table A-8 presents a special grouping of seven measures of unemployment based on varying definitions of unemployment and the labor force. The definitions are provided in the table. The most restrictive definition yields U-1 and the most comprehensive yields U-7. The overall unemployment rate is U-5a, while U-5b represents the same measure with a civilian labor force base.

Unlike the household survey, the establishment survey only counts wage and salary employees whose names appear on the payroll records of nonagricultural firms. As a result, there are many differences between the two surveys, among which are the following:

— The household survey, although based on a smaller sample, reflects a larger segment of the population, the establishment survey excludes agriculture, the self-employed, unpaid family workers, private household workers, and members of the resident Armed Forces.

— The household survey includes people on unpaid leave among the employed, the establishment survey does not.

— The household survey is limited to those 16 years of age and older; the establishment survey is not limited by age.

— The household survey has no duplication of individuals, because each individual is counted only once, in the establishment survey, employees working at more than one job or otherwise appearing on more than one payroll would be counted separately for each appearance

Other differences between the two surveys are described in "Comparing Employment Estimates from Household and Payroll Surveys," which may be obtained from the BLS upon request.

Seasonal adjustment

Over the course of a year, the size of the Nation's labor force and the levels of employment and unemployment undergo sharp fluctuations due to such seasonal events as changes in weather, reduced or expanded production, harvests, major holidays, and the opening and closing of schools. For example, the labor force increases by a large number each June, when schools close and many young people enter the job market. The effect of such seasonal variation can be very large; over the course of a year, for example, seasonality may account for as much as 95 percent of the month-to-month changes in unemployment.

Because these seasonal events follow a more or less regular pattern each year, their influence on statistical trends can be eliminated by adjusting the statistics from month to month. These adjustments make nonseasonal developments, such as declines in economic activity or increases in the participation of women in the labor force, easier to spot. To return to the school's-out example, the large number of people entering the labor force each June is likely to obscure any other changes that have taken place since May, making it difficult to determine if the level of economic activity has risen or declined. However, because the effect of students finishing school in previous years is known, the statistics for the current year can be adjusted to allow for a comparable change. Insofar as the seasonal adjustment is made correctly, the adjusted figure provides a more useful tool with which to analyze changes in economic activity

Measures of labor force, employment, and unemployment contain components such as age and sex. Statistics for all employees, production workers, average weekly hours, and average hourly earnings include components based on the employer's industry. All these statistics can be seasonally adjusted either by adjusting the total or by adjusting each of the components and combining them. The second procedure usually yields more accurate information and is therefore followed by BLS. For example, the seasonally adjusted figure for the labor force is the sum of eight seasonally adjusted civilian employment components, plus the resident Armed Forces total (not adjusted for seasonality), and four seasonally adjusted unemployment components; the total for unemployment is the sum of the four unemployment components; and the overall unemployment rate is derived by dividing the resulting estimate of total unemployment by the estimate of the labor force

The numerical factors used to make the seasonal adjustments are recalculated regularly. For the household survey, the factors are calculated for the January-June period and again for the July-December period. For the establishment survey, updated factors for seasonal adjustment are also calculated twice a year. In both surveys, revisions to historical data are made once a year

Sampling variability

Statistics based on the household and establishment surveys are subject to sampling error, that is, the estimate of the number of people employed and the other estimates drawn from these surveys probably differ from the figures that would be obtained from a complete census, even if the same questionnaires and procedures were used. In the household survey, the amount of the differences can be expressed in terms of standard errors. The numerical value of a standard error depends upon the size of the sample, the results of the survey, and other factors. However, the numerical value is always such that the chances are approximately 68 out of 100 that an estimate based on the sample will differ by no more than the standard error

from the results of a complete census. The chances are approximately 90 out of 100 that an estimate based on the sample will differ by no more than 1.6 times the standard error from the results of a complete census. At approximately the 90-percent level of confidence—the confidence limits used by BLS in its analyses—the error for the monthly change in total employment is on the order of plus or minus 358,000, for total unemployment it is 224,000, and, for the overall unemployment rate, it is 0.19 percentage point. These figures do not mean that the sample results are off by these magnitudes but, rather, that the chances are approximately 90 out of 100 that the "true" level or rate would not be expected to differ from the estimates by more than these amounts.

Sampling errors for monthly surveys are reduced when the data are cumulated for several months, such as quarterly or annually. Also, as a general rule, the smaller the estimate, the larger the sampling error. Therefore, relatively speaking, the estimate of the size of the labor force is subject to less error than is the estimate of the number unemployed. And, among the unemployed, the sampling error for the jobless rate of adult men, for example, is much smaller than is the error for the jobless rate of teenagers. Specifically, the error on monthly change in the jobless rate for men is 25 percentage point; for teenagers, it is 1.29 percentage points.

In the establishment survey, estimates for the 2 most current months are based on incomplete returns; for this reason, these estimates are labeled preliminary in the tables. When all the returns in the sample have been received, the estimates are revised. In other words, data for the month of September are published in preliminary form in October and November and in final form in December. To remove errors that build up over time, a comprehensive count of the employed is conducted each year. The results of this survey are used to establish new benchmarks—comprehensive counts of employment—against which month-to-month changes can be measured. The new benchmarks also incorporate changes in the classification of industries and allow for the formation of new establishments

Additional statistics and other information

In order to provide a broad view of the Nation's employment situation, BLS regularly publishes a wide variety of data in this news release. More comprehensive statistics are contained in *Employment and Earnings*, published each month by BLS. It is available for $9.50 per issue or $29.00 per year from the U.S. Government Printing Office, Washington, D.C., 20204. A check or money order made out to the Superintendent of Documents must accompany all orders.

Employment and Earnings also provides approximations of the standard errors for the household survey data published in this release. For unemployment and other labor force categories, the standard errors appear in tables B through J of its "Explanatory Notes." Measures of the reliability of the data drawn from the establishment survey and the actual amounts of revision due to benchmark adjustments are provided in tables M, O, P, and Q of that publication.

Table A-1. Employment status of the population, including Armed Forces in the United States, by sex

(Numbers in thousands)

Employment status and sex	Not seasonally adjusted			Seasonally adjusted[1]					
	May 1990	Apr. 1991	May 1991	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	May 1991
TOTAL									
Noninstitutional population[2]	189,467	190,836	190,980	189,467	190,592	190,717	190,703	190,836	190,980
Labor force[2]	126,279	126,183	126,315	126,576	126,253	126,678	126,786	127,128	126,690
Participation rate[3]	66.8	66.1	66.1	66.8	66.2	66.4	66.5	66.6	66.3
Total employed[2]	119,916	118,134	118,082	119,916	118,537	118,520	118,214	118,854	118,049
Employment-population ratio[4]	63.3	61.9	61.8	63.3	62.2	62.1	62.0	62.3	61.8
Resident Armed Forces	1,639	1,456	1,458	1,639	1,615	1,602	1,460	1,456	1,458
Civilian employed	118,277	116,678	116,624	118,277	116,922	116,918	116,754	117,398	116,591
Agriculture	3,452	3,110	3,431	3,288	3,163	3,222	3,096	3,156	3,272
Nonagricultural industries	114,825	113,568	113,194	114,991	113,759	113,696	113,656	114,243	113,319
Unemployed	6,363	8,049	8,233	6,662	7,715	8,158	8,572	8,274	8,640
Unemployment rate[5]	5.0	6.4	6.5	5.3	6.1	6.4	6.8	6.5	6.8
Not in labor force	63,188	64,652	64,665	62,889	64,339	64,039	63,917	63,708	64,291
Men, 16 years and over									
Noninstitutional population[2]	91,014	91,652	91,720	91,014	91,590	91,650	91,587	91,652	91,720
Labor force[2]	69,569	69,356	69,486	69,729	69,543	69,749	69,808	69,956	69,704
Participation rate[3]	76.4	75.7	75.8	76.6	75.9	76.1	76.2	76.2	76.0
Total employed[2]	66,096	64,568	64,602	66,061	65,251	65,043	64,846	65,112	64,746
Employment-population ratio[4]	72.6	70.4	70.7	72.6	71.2	71.0	70.8	71.0	70.6
Resident Armed Forces	1,472	1,310	1,303	1,472	1,453	1,439	1,314	1,310	1,303
Civilian employed	64,624	63,258	63,499	64,589	63,798	63,604	63,532	63,802	63,443
Unemployed	3,473	4,788	4,684	3,668	4,292	4,706	4,962	4,743	4,957
Unemployment rate[5]	5.0	6.9	6.7	5.3	6.2	6.7	7.1	6.8	7.1
Women, 16 years and over									
Noninstitutional population[2]	98,453	99,184	99,260	98,453	99,002	99,067	99,116	99,184	99,260
Labor force[2]	56,709	56,827	56,829	56,849	56,710	56,929	56,978	57,273	56,986
Participation rate[3]	57.6	57.3	57.3	57.7	57.3	57.5	57.5	57.7	57.4
Total employed[2]	53,820	53,566	53,280	53,855	53,287	53,477	53,368	53,742	53,303
Employment-population ratio[4]	54.7	54.0	53.7	54.7	53.8	54.0	53.8	54.2	53.7
Resident Armed Forces	167	146	155	167	162	163	146	146	155
Civilian employed	53,653	53,420	53,125	53,688	53,125	53,314	53,222	53,596	53,148
Unemployed	2,890	3,261	3,548	2,994	3,423	3,452	3,610	3,531	3,683
Unemployment rate[5]	5.1	5.7	6.2	5.3	6.0	6.1	6.3	6.2	6.5

[1] The population and Armed Forces figures are not adjusted for seasonal variation; therefore, identical numbers appear in the unadjusted and seasonally adjusted columns.
[2] Includes members of the Armed Forces stationed in the United States.

[3] Labor force as a percent of the noninstitutional population.
[4] Total employment as a percent of the noninstitutional population.
[5] Unemployment as a percent of the labor force (including the resident Armed Forces).

Note on Armed Forces estimates

Estimates of the labor force including the resident Armed Forces that appear in table A-1 of this release should be interpreted with caution. The estimates of the resident Armed Forces come from administrative sources and are affected by lags in the availability of information, changes over time in administrative practices for the classification of military personnel as resident or nonresident, and variations in those practices among the branches of the services. In recent months, developments in the Persian Gulf have accentuated the impact of these factors on the data.

Table A-2. Employment status of the civilian population by sex and age

(Numbers in thousands)

Employment status, sex, and age	Not seasonally adjusted			Seasonally adjusted[1]					
	May 1990	Apr 1991	May 1991	May 1990	Jan 1991	Feb 1991	Mar. 1991	Apr. 1991	May 1991
TOTAL									
Civilian noninstitutional population	187,828	189,380	189,522	187,828	188,977	189,115	189,243	189,380	189,522
Civilian labor force	124,640	124,727	124,857	124,939	124,838	125,076	125,326	125,872	125,232
Participation rate	66.4	65.9	65.9	66.5	66.0	66.1	66.2	66.4	66.1
Employed	118,277	116,678	116,624	118,277	116,922	116,918	116,754	117,398	116,591
Employment-population ratio[2]	63.0	61.6	61.5	63.0	61.9	61.8	61.7	62.0	61.5
Unemployed	6,363	8,049	8,233	6,662	7,715	8,158	8,572	8,274	8,640
Unemployment rate	5.1	6.5	6.6	5.3	6.2	6.5	6.8	6.6	6.9
Men, 20 years and over									
Civilian noninstitutional population	82,581	83,567	83,836	82,581	83,271	83,392	83,466	83,567	83,836
Civilian labor force	64,278	64,787	64,850	64,313	64,345	64,577	64,736	64,867	64,741
Participation rate	77.8	77.5	77.3	77.9	77.3	77.4	77.8	77.7	77.4
Employed	61,417	60,596	60,721	61,276	60,734	60,533	60,551	60,906	60,556
Employment-population ratio[2]	74.4	72.5	72.6	74.2	72.9	72.8	72.5	72.9	72.4
Agriculture	2,481	2,312	2,475	2,374	2,289	2,315	2,255	2,328	2,368
Nonagricultural industries	58,936	58,284	58,246	58,902	58,445	58,217	58,298	58,577	58,188
Unemployed	2,861	4,190	3,929	3,037	3,611	4,044	4,184	4,062	4,184
Unemployment rate	4.5	6.5	6.1	4.7	5.6	6.3	6.5	6.2	6.5
Women, 20 years and over									
Civilian noninstitutional population	91,414	92,358	92,454	91,414	92,139	92,198	92,273	92,358	92,454
Civilian labor force	53,103	53,457	53,494	53,075	53,097	53,284	53,359	53,634	53,480
Participation rate	58.1	57.9	57.9	58.1	57.6	57.8	57.8	58.1	57.8
Employed	50,742	50,721	50,506	50,613	50,300	50,404	50,323	50,696	50,363
Employment-population ratio[2]	55.5	54.9	54.6	55.4	54.6	54.7	54.5	54.9	54.5
Agriculture	713	599	679	664	664	675	607	623	633
Nonagricultural industries	50,029	50,122	49,830	49,949	49,636	49,728	49,718	50,072	49,731
Unemployed	2,362	2,736	2,986	2,482	2,797	2,881	3,035	2,939	3,117
Unemployment rate	4.4	5.1	5.6	4.6	5.3	5.4	5.7	5.5	5.8
Both sexes, 16 to 19 years									
Civilian noninstitutional population	13,832	13,455	13,432	13,832	13,567	13,525	13,504	13,455	13,432
Civilian labor force	7,258	6,484	6,713	7,551	7,196	7,215	7,232	7,061	7,011
Participation rate	52.5	48.2	50.0	54.6	53.0	53.3	53.6	52.8	52.2
Employed	6,118	5,361	5,396	6,388	5,889	5,982	5,879	5,798	5,672
Employment-population ratio[2]	44.2	39.8	40.2	46.2	43.4	44.2	43.5	43.1	42.2
Agriculture	258	199	277	248	211	232	235	204	271
Nonagricultural industries	5,860	5,162	5,118	6,140	5,678	5,750	5,644	5,594	5,401
Unemployed	1,141	1,123	1,318	1,163	1,307	1,233	1,353	1,263	1,339
Unemployment rate	15.7	17.3	19.6	15.4	18.2	17.1	18.7	18.1	19.1

[1] The population figures are not adjusted for seasonal variation, therefore, identical numbers appear in the unadjusted and seasonally adjusted columns

[2] Civilian employment as a percent of the civilian noninstitutional population

Table A-3. Employment status of the civilian population by race, sex, age, and Hispanic origin

(Numbers in thousands)

Employment status, race, sex, age, and Hispanic origin	Not seasonally adjusted			Seasonally adjusted[1]					
	May 1990	Apr 1991	May 1991	May 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991	May 1991
WHITE									
Civilian noninstitutional population	160,271	161,264	161,357	160,271	161,007	161,097	161,179	161,264	161,357
Civilian labor force	107,075	107,110	107,285	107,223	106,962	107,432	107,488	107,678	107,491
Participation rate	66.8	66.4	66.5	66.9	66.4	66.7	66.7	66.8	66.6
Employed	102,350	100,969	101,018	102,293	101,104	101,141	100,870	101,456	100,944
Employment-population ratio[2]	63.9	62.6	62.6	63.8	62.8	62.8	62.6	62.9	62.8
Unemployed	4,724	6,141	6,266	4,930	5,858	6,291	6,617	6,223	6,547
Unemployment rate	4.4	5.7	5.8	4.6	5.5	5.9	6.2	5.8	6.1
Men, 20 years and over									
Civilian labor force	55,902	56,213	56,207	55,872	55,838	56,000	56,151	56,310	56,210
Participation rate	78.3	77.9	77.8	78.3	77.6	77.8	77.9	78.1	77.9
Employed	53,739	52,966	53,184	53,593	53,010	52,801	52,828	53,179	53,025
Employment-population ratio[2]	75.3	73.4	73.7	75.1	73.7	73.3	73.3	73.7	73.5
Unemployed	2,163	3,247	3,023	2,279	2,826	3,198	3,323	3,131	3,185
Unemployment rate	3.9	5.8	5.4	4.1	5.1	5.7	5.9	5.6	5.7
Women, 20 years and over									
Civilian labor force	44,894	45,272	45,253	44,861	44,688	45,211	45,186	45,304	45,242
Participation rate	57.7	57.7	57.7	57.7	57.4	57.8	57.7	57.8	57.7
Employed	43,208	43,255	43,061	43,086	42,641	43,018	42,892	43,168	42,932
Employment-population ratio[2]	55.6	55.2	54.9	55.4	54.8	55.0	54.8	55.1	54.7
Unemployed	1,686	2,018	2,192	1,775	2,047	2,192	2,294	2,136	2,310
Unemployment rate	3.8	4.5	4.8	4.0	4.6	4.8	5.1	4.7	5.1
Both sexes, 16 to 19 years									
Civilian labor force	6,278	5,825	5,825	6,490	6,238	6,222	6,151	6,084	6,039
Participation rate	56.3	52.4	54.3	58.2	57.4	57.5	57.1	56.4	56.3
Employed	5,403	4,748	4,774	5,614	5,253	5,321	5,150	5,108	4,987
Employment-population ratio[2]	48.5	44.2	44.5	50.4	48.3	49.2	47.8	47.5	46.5
Unemployed	875	877	1,051	876	985	901	1,001	956	1,052
Unemployment rate	13.9	15.6	18.0	13.5	15.8	14.5	16.3	15.8	17.4
Men	14.0	16.5	19.4	14.1	15.8	15.4	18.6	16.9	19.3
Women	13.8	14.7	16.8	12.9	15.8	13.4	13.7	14.7	15.4
BLACK									
Civilian noninstitutional population	21,261	21,541	21,569	21,261	21,470	21,493	21,516	21,541	21,569
Civilian labor force	13,499	13,473	13,394	13,570	13,501	13,421	13,610	13,870	13,472
Participation rate	63.5	62.5	62.1	63.8	62.9	62.4	63.3	63.5	62.5
Employed	12,093	11,828	11,698	12,128	11,866	11,839	11,934	11,848	11,727
Employment-population ratio[2]	56.9	54.9	54.2	57.0	55.3	55.1	55.5	55.5	54.4
Unemployed	1,406	1,645	1,696	1,442	1,835	1,582	1,675	1,722	1,745
Unemployment rate	10.4	12.2	12.7	10.6	12.1	11.8	12.3	12.4	13.0
Men, 20 years and over									
Civilian labor force	6,255	6,404	6,269	6,247	6,313	6,366	6,396	6,416	6,265
Participation rate	73.7	74.1	72.7	73.6	73.5	73.9	74.1	74.2	72.8
Employed	5,672	5,607	5,497	5,653	5,602	5,649	5,672	5,647	5,475
Employment-population ratio[2]	66.8	64.9	63.7	66.8	65.2	65.8	65.7	65.3	63.6
Unemployed	584	797	772	594	712	717	723	769	790
Unemployment rate	9.3	12.4	12.3	9.5	11.3	11.3	11.3	12.0	12.6
Women, 20 years and over									
Civilian labor force	6,459	6,397	6,431	6,498	6,374	6,296	6,388	6,479	6,459
Participation rate	60.8	59.2	59.5	61.1	59.3	58.4	59.2	60.0	59.7
Employed	5,874	5,771	5,743	5,888	5,738	5,694	5,755	5,812	5,755
Employment-population ratio[2]	55.3	53.4	53.1	55.4	53.4	52.9	53.4	53.8	53.2
Unemployed	585	626	688	598	636	593	633	664	705
Unemployment rate	9.1	9.8	10.7	9.2	10.0	9.4	9.9	10.3	10.8
Both sexes, 16 to 19 years									
Civilian labor force	784	673	694	837	814	789	826	779	747
Participation rate	36.5	32.0	32.6	38.9	38.4	36.4	39.2	37.1	35.1
Employed	547	450	458	587	526	497	507	490	497
Employment-population ratio[2]	25.5	21.5	21.5	27.3	24.8	23.5	24.1	23.3	23.3
Unemployed	237	222	236	250	288	272	319	289	250
Unemployment rate	30.2	33.0	34.0	29.3	35.4	35.4	38.6	37.1	33.8
Men	32.6	34.7	38.0	31.8	34.8	35.5	38.4	38.4	38.7
Women	27.4	31.3	29.3	28.1	36.1	35.2	38.9	35.7	30.1

See footnotes at end of table.

Table A-3. Employment status of the civilian population by race, sex, age, and Hispanic origin — Continued

(Numbers in thousands)

Employment status, race, sex, age, and Hispanic origin	Not seasonally adjusted			Seasonally adjusted[1]					
	May 1990	Apr. 1991	May 1991	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	May 1991
HISPANIC ORIGIN									
Civilian noninstitutional population	14,238	14,672	14,711	14,238	14,553	14,593	14,632	14,672	14,711
Civilian labor force	9,646	8,680	8,709	9,627	8,675	9,578	9,696	9,738	8,696
Participation rate	67.7	66.0	66.0	67.6	66.5	65.6	66.3	66.4	65.8
Employed	8,918	8,788	8,791	8,883	8,779	8,664	8,700	8,858	8,756
Employment-population rate[2]	62.6	59.9	59.8	62.4	60.3	59.4	59.5	60.4	59.5
Unemployed	726	882	918	744	896	814	997	880	939
Unemployment rate	7.5	9.2	9.5	7.7	9.3	8.5	10.3	9.0	9.7

[1] The population figures are not adjusted for seasonal variation; therefore identical numbers appear in the unadjusted and seasonally adjusted columns.
[2] Civilian employment as a percent of the civilian noninstitutional population

NOTE: Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups.

Table A-4. Selected employment indicators

(In thousands)

Category	Not seasonally adjusted			Seasonally adjusted					
	May 1990	Apr. 1991	May 1991	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	May 1991
CHARACTERISTIC									
Civilian employed, 16 years and over	118,277	116,878	116,624	118,277	116,922	116,818	116,754	117,386	116,561
Married men, spouse present	40,822	40,340	40,361	40,854	40,316	40,482	40,296	40,502	40,280
Married women, spouse present	30,256	30,030	29,874	29,987	29,588	29,680	29,514	29,762	29,808
Women who maintain families	6,394	6,320	6,350	6,390	6,386	6,394	6,470	6,371	6,350
OCCUPATION									
Managerial and professional specialty	30,542	31,196	30,962	30,490	30,698	31,083	30,794	30,980	30,808
Technical, sales, and administrative support	37,141	36,442	36,052	37,338	36,380	36,100	36,268	36,515	36,233
Service occupations	15,611	15,787	15,696	15,880	15,748	15,773	15,948	15,862	15,783
Precision production, craft, and repair	13,638	13,078	13,115	13,707	13,389	13,333	13,212	13,197	13,151
Operators, fabricators, and laborers	17,945	16,839	17,094	17,782	17,227	16,987	17,051	17,150	17,188
Farming, forestry, and fishing	3,879	3,338	3,703	3,423	3,437	3,469	3,367	3,464	3,461
INDUSTRY AND CLASS OF WORKER									
Agriculture:									
Wage and salary workers	1,795	1,800	1,803	1,683	1,803	1,826	1,586	1,660	1,703
Self-employed workers	1,534	1,418	1,481	1,403	1,398	1,448	1,412	1,450	1,421
Unpaid family workers	123	92	137	104	187	186	134	96	117
Nonagricultural industries:									
Wage and salary workers	105,779	104,112	104,214	105,176	104,996	104,589	104,456	104,897	104,613
Government	18,167	18,208	18,026	18,050	17,980	17,792	17,829	18,084	17,904
Private industries	87,612	85,903	86,188	86,126	87,016	86,777	86,626	86,833	86,708
Private households	972	897	928	964	967	963	980	943	934
Other industries	86,640	85,016	85,246	87,162	86,051	85,824	85,648	86,660	85,775
Self-employed workers	8,774	9,227	8,746	8,765	8,738	8,876	8,926	9,208	8,732
Unpaid family workers	272	228	231	244	232	238	224	213	208
PERSONS AT WORK PART TIME[1]									
All industries:									
Part time for economic reasons	4,565	5,617	5,564	4,858	5,510	6,082	6,163	6,162	5,932
Slack work	2,224	3,291	2,858	2,443	2,906	3,252	3,003	3,383	3,138
Could only find part-time work	1,958	2,290	2,382	2,086	2,214	2,401	2,494	2,482	2,584
Voluntary part time	16,325	16,244	15,806	15,557	14,833	14,871	14,819	15,027	14,876
Nonagricultural industries:									
Part time for economic reasons	4,419	5,547	5,380	4,668	5,178	5,803	5,869	5,956	5,702
Slack work	2,132	3,088	2,748	2,306	2,882	3,087	3,107	3,181	2,971
Could only find part-time work	1,814	2,344	2,300	2,045	2,133	2,349	2,404	2,403	2,463
Voluntary part time	15,742	15,812	15,081	15,002	14,461	14,526	14,452	14,641	14,377

[1] Excludes persons "with a job but not at work" during the survey period for such reasons as vacation, illness, or industrial disputes.

Table A-6. Selected unemployment indicators, seasonally adjusted

Category	Number of unemployed persons (in thousands)			Unemployment rates[1]					
	May 1990	Apr. 1991	May 1991	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	May 1991
CHARACTERISTIC									
Total, 16 years and over	6 662	8 274	8 640	5.3	6.2	6.5	6.8	6.6	6.9
Men, 16 years and over	3 668	4.743	4 957	5.4	6.3	6.9	7.2	6.9	7.2
Men, 20 years and over	3 037	4 052	4 184	4.7	5.6	6.3	6.5	6.2	6.5
Women, 16 years and over	2.994	3.531	3 683	5.3	6.1	6.1	6.4	6.2	6.5
Women, 20 years and over	2.462	2 979	3.117	4.6	5.3	5.4	5.7	5.9	5.8
Both sexes, 16 to 19 years	1,163	1,283	1.309	15.4	16.2	17.1	16.7	16.1	16.1
Married men, spouse present	1,375	1,850	1.870	3.3	4.0	4.3	4.5	4.4	4.4
Married women, spouse present	1,112	1,398	1.428	3.6	4.1	4.4	4.8	4.5	4.6
Women who maintain families	521	701	639	7.5	9.0	9.1	9.0	8.9	9.1
Full-time workers	5,262	6.804	6.983	4.9	6.0	6.4	6.5	6.3	6.5
Part-time workers	1,363	1,457	1.604	7.4	7.7	7.6	8.1	8.1	9.0
Labor force time lost[2]	—	—	—	6.0	7.0	7.5	7.7	7.6	7.7
OCCUPATION[3]									
Managerial and professional specialty	637	824	940	2.0	2.7	2.6	2.7	2.6	3.0
Technical, sales, and administrative support	1 478	2 020	2 024	3.6	4.5	5.0	5.3	5.2	5.3
Precision production, craft, and repair	779	1 123	1 144	5.4	7.3	7.6	7.6	7.8	8.0
Operators, fabricators, and laborers	1 612	2 085	1,961	8.3	10.0	11.6	11.2	10.8	10.2
Farming, forestry, and fishing	192	239	263	5.3	7.6	7.9	9.1	8.5	7.1
INDUSTRY									
Nonagricultural private wage and salary workers	5,135	6 476	6 714	5.5	6.4	6.9	7.2	7.0	7.2
Goods-producing industries	1,836	2.602	2,537	6.7	8.2	9.1	9.0	8.2	9.0
Mining	26	56	46	3.7	7.5	6.0	7.1	7.5	6.4
Construction	722	902	893	11.3	14.5	15.5	14.1	15.0	14.7
Manufacturing	1,186	1,643	1,598	5.5	8.4	7.4	7.8	7.8	7.4
Durable goods	710	1,053	978	5.5	8.8	8.1	8.2	8.3	7.7
Nondurable goods	476	589	620	5.4	5.9	6.5	6.8	6.6	7.0
Service-producing industries	3,199	3,874	4,177	5.0	5.6	5.9	6.4	6.0	6.4
Transportation and public utilities	218	354	368	3.3	4.4	5.3	5.5	5.4	5.5
Wholesale and retail trade	1,472	1,728	1,829	6.2	7.0	7.4	7.9	7.3	7.7
Finance and service industries	1,509	1 791	1,982	4.4	4.9	5.0	5.6	5.2	5.7
Government workers	464	596	601	2.5	3.0	3.2	3.7	3.2	3.2
Agricultural wage and salary workers	148	182	215	8.1	11.9	11.5	13.8	8.9	11.2

[1] Unemployment as a percent of the civilian labor force.
[2] Aggregate hours lost by the unemployed and persons on part time for economic reasons as a percent of potentially available labor force hours.
[3] Seasonally adjusted unemployment data for service occupations are not available because the seasonal components are small relative to the trend-cycle and/or irregular components and consequently cannot be separated with sufficient precision.

Table A-6. Duration of unemployment

(Numbers in thousands)

Weeks of unemployment	Not seasonally adjusted			Seasonally adjusted					
	May 1990	Apr. 1991	May 1991	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	May 1991
DURATION									
Less than 5 weeks	2,956	2,952	3,493	3,078	3,410	3,473	3,515	3,287	3,654
5 to 14 weeks	1,921	2,509	2,388	2,184	2,490	2,736	2,804	2,745	2,717
15 weeks and over	1,466	2,588	2,352	1,404	1,829	1,975	2,184	2,229	2,234
15 to 26 weeks	649	1,495	1,318	776	961	1,053	1,236	1,226	1,206
27 weeks and over	636	1,093	1,034	628	848	921	947	1,003	1,028
Average (mean) duration, in weeks	12.1	14.8	13.4	11.6	12.4	12.6	13.0	13.7	12.9
Median duration, in weeks	5.3	6.1	6.6	5.3	5.6	6.1	6.6	7.0	6.5
PERCENT DISTRIBUTION									
Total unemployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than 5 weeks	44.5	36.7	42.4	48.1	44.1	42.4	40.9	39.5	42.5
5 to 14 weeks	30.2	31.2	29.0	32.9	32.2	33.4	33.8	33.2	31.6
15 weeks and over	22.3	32.2	28.6	21.0	23.7	24.1	25.4	27.0	26.0
15 to 26 weeks	13.3	18.6	16.0	11.6	12.7	12.9	14.4	14.8	14.0
27 weeks and over	10.0	13.6	12.6	9.4	11.0	11.3	11.0	12.1	11.9

Table A-7. Reason for unemployment

(Numbers in thousands)

Reason	Not seasonally adjusted			Seasonally adjusted					
	May 1990	Apr 1991	May 1991	May 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991	May 1991
NUMBER OF UNEMPLOYED									
Job losers	2,936	4,623	4,298	3,173	4,068	4,515	4,703	4,528	4,657
On layoff	822	1,318	1,124	980	1,131	1,485	1,430	1,370	1,343
Other job losers	2,114	3,304	3,174	2,193	2,938	3,031	3,273	3,158	3,314
Job leavers	887	909	921	1,017	899	969	1,080	987	1,063
Reentrants	1,845	1,862	2,217	1,828	2,044	1,994	2,090	2,063	2,202
New entrants	895	656	796	877	872	633	898	741	779
PERCENT DISTRIBUTION									
Total unemployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Job losers	46.1	57.4	52.2	47.4	53.0	55.5	54.9	54.5	53.6
On layoff	12.9	16.4	13.7	14.6	14.7	18.3	16.7	16.5	15.5
Other job losers	33.2	41.1	38.6	32.8	38.2	37.3	38.2	38.0	38.1
Job leavers	13.9	11.3	11.2	15.2	11.7	12.2	12.6	11.9	12.1
Reentrants	29.0	23.1	26.9	27.3	26.6	24.5	24.4	24.7	25.3
New entrants	10.9	8.1	9.7	10.1	8.7	7.8	8.2	8.9	9.0
UNEMPLOYED AS A PERCENT OF THE CIVILIAN LABOR FORCE									
Job losers	2.4	3.7	3.4	2.5	3.3	3.6	3.8	3.6	3.7
Job leavers	.7	.7	.7	.8	.7	.8	.9	.8	.8
Reentrants	1.6	1.5	1.8	1.5	1.6	1.6	1.7	1.6	1.8
New entrants	.6	.5	.6	.5	.5	.5	.8	.6	.6

Table A-8. Range of unemployment measures based on varying definitions of unemployment and the labor force, seasonally adjusted

(Percent)

Measure	Quarterly averages					Monthly data		
	1990				1991	1991		
	I	II	III	IV	I	Mar.	Apr.	May
U-1 Persons unemployed 15 weeks or longer as a percent of the civilian labor force	1.1	1.1	1.3	1.3	1.6	1.7	1.8	1.8
U-2 Job losers as a percent of the civilian labor force	2.5	2.5	2.7	3.0	3.5	3.6	3.6	3.7
U-3 Unemployed persons 25 years and over as a percent of the civilian labor force for persons 25 years and over	4.1	4.2	4.4	4.7	5.3	5.6	5.4	5.5
U-4 Unemployed full-time jobseekers as a percent of the full-time civilian labor force	5.0	5.0	5.2	5.7	6.3	6.5	6.3	6.5
U-5a Total unemployed as a percent of the labor force, including the resident Armed Forces	5.2	5.2	5.5	5.8	6.4	6.6	6.5	6.6
U-5b Total unemployed as a percent of the civilian labor force	5.3	5.3	5.6	5.9	6.5	6.6	6.5	6.6
U-6 Total full-time jobseekers plus 1/2 part-time jobseekers plus 1/2 total on part time for economic reasons as a percent of the civilian labor force less 1/2 of the part-time labor force	7.3	7.3	7.6	8.1	9.0	9.3	9.1	9.2
U-7 Total full-time jobseekers plus 1/2 part-time jobseekers plus 1/2 total on part time for economic reasons plus discouraged workers as a percent of the civilian labor force plus discouraged workers less 1/2 of the part-time labor force	7.9	8.0	8.3	8.9	9.8	N.A.	N.A.	N.A.

N.A. = not available.

Table A-9. Unemployed persons by sex and age, seasonally adjusted

Sex and age	Number of unemployed persons (in thousands)			Unemployment rates[1]					
	May 1990	Apr. 1991	May 1991	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991	May 1991
Total, 16 years and over	6,662	8,274	8,640	5.3	6.2	6.5	6.6	6.6	6.9
16 to 24 years	2,358	2,680	2,864	11.0	12.4	12.8	13.2	12.8	13.8
16 to 19 years	1,183	1,283	1,339	15.4	18.2	17.1	18.7	18.1	19.1
16 to 17 years	575	578	539	19.4	19.8	18.9	20.9	21.2	20.4
18 to 19 years	614	709	826	13.3	16.7	16.9	17.5	18.3	18.9
20 to 24 years	1,195	1,397	1,525	8.8	9.5	10.5	10.3	10.1	11.2
25 years and over	4,263	5,678	5,715	4.1	5.0	5.3	5.6	5.4	5.5
25 to 54 years	3,814	5,117	5,134	4.3	5.2	5.6	5.8	5.7	5.7
55 years and over	474	566	624	3.1	3.4	3.8	4.2	3.8	4.1
Men, 16 years and over	3,668	4,743	4,957	5.4	6.3	6.9	7.2	6.9	7.2
16 to 24 years	1,277	1,566	1,577	11.4	13.2	13.8	14.9	14.3	14.5
16 to 19 years	631	691	773	16.0	18.2	17.7	20.7	19.3	21.1
16 to 17 years	303	304	291	19.8	15.7	19.1	25.0	22.0	21.2
18 to 19 years	341	389	495	14.2	16.8	16.8	18.2	17.7	21.7
20 to 24 years	648	875	804	8.8	10.7	11.8	11.8	11.9	11.2
25 years and over	2,352	3,248	3,326	4.1	5.1	5.6	5.9	5.8	5.8
25 to 54 years	2,079	2,888	2,953	4.3	5.2	5.9	6.1	5.9	6.1
55 years and over	300	390	410	3.4	3.7	4.2	4.6	4.4	4.7
Women, 16 years and over	2,994	3,531	3,683	5.3	6.1	6.1	6.4	6.2	6.5
16 to 24 years	1,081	1,113	1,287	10.6	11.6	11.7	11.4	11.2	13.1
16 to 19 years	532	592	566	14.7	18.1	16.4	16.5	18.9	16.9
16 to 17 years	272	274	248	19.0	20.7	14.4	16.3	20.4	19.5
18 to 19 years	273	320	331	12.4	16.7	17.1	16.8	14.9	15.9
20 to 24 years	548	521	721	8.4	9.1	9.1	8.8	8.1	11.1
25 years and over	1,911	2,432	2,369	4.1	4.9	4.9	5.3	5.2	6.1
25 to 54 years	1,736	2,229	2,182	4.3	5.2	5.2	5.9	5.5	5.4
55 years and over	174	198	214	2.6	2.9	3.3	3.6	3.0	3.5

[1] Unemployment as a percent of the civilian labor force.

Table A-10. Employment status of male Vietnam-era veterans and nonveterans by age, not seasonally adjusted

(Numbers in thousands)

Veteran status and age	Civilian noninstitutional population		Civilian labor force							
			Total		Employed		Unemployed			
							Number		Percent of labor force	
	May 1990	May 1991	May 1990	May 1991	May 1990	May 1991	May 1990	May 1991	May 1990	May 1991
VIETNAM-ERA VETERANS										
Total, 35 years and over	7,623	7,777	6,930	7,039	6,696	6,738	234	301	3.4	4.3
35 to 49 years	6,523	6,497	6,164	6,145	5,947	5,865	217	280	3.5	4.6
35 to 39 years	1,446	1,183	1,338	1,101	1,290	1,022	49	79	3.6	7.2
40 to 44 years	3,326	3,185	3,199	3,017	3,091	2,903	108	115	3.4	3.8
45 to 49 years	1,751	2,129	1,626	2,026	1,567	1,940	58	86	3.6	4.3
50 years and over	1,100	1,280	767	895	749	874	17	21	2.3	2.4
NONVETERANS										
Total, 35 to 49 years	17,137	18,196	16,015	16,995	15,438	16,119	577	876	3.6	5.2
35 to 39 years	7,882	8,281	7,497	7,834	7,242	7,411	255	424	3.4	5.4
40 to 44 years	5,039	5,728	4,688	5,365	4,524	5,098	163	266	3.5	5.0
45 to 49 years	4,215	4,189	3,830	3,795	3,671	3,610	158	185	4.1	4.9

NOTE: Male Vietnam-era veterans are men who served in the Armed Forces between August 5, 1964 and May 7, 1975. Nonveterans are men who have never served in the Armed Forces, published data are limited to those 35 to 49 years of age. The group that most closely corresponds to the bulk of the Vietnam-era veteran population.

Table A-11. Employment status of the civilian population for eleven large States

(Numbers in thousands)

State and employment status	Not seasonally adjusted[1]			Seasonally adjusted[2]					
	May 1990	Apr 1991	May 1991	May 1990	Jan 1991	Feb 1991	Mar. 1991	Apr. 1991	May 1991
California									
Civilian noninstitutional population	21,877	22,321	22,363	21,877	22,202	22,242	22,281	22,321	22,363
Civilian labor force	14,750	14,864	14,855	14,753	14,690	14,855	14,666	14,740	14,855
Employed	13,964	13,580	13,535	13,960	13,658	13,763	13,542	13,644	13,530
Unemployed	786	1,084	1,120	793	1,032	1,092	1,124	1,096	1,125
Unemployment rate	5.3	7.4	7.6	5.4	7.0	7.4	7.7	7.4	7.7
Florida									
Civilian noninstitutional population	10,091	10,305	10,324	10,091	10,248	10,267	10,285	10,305	10,324
Civilian labor force	6,302	6,331	6,403	6,299	6,433	6,376	6,421	6,357	6,405
Employed	5,960	5,915	5,943	5,940	6,039	5,923	5,940	5,922	5,927
Unemployed	342	416	460	359	394	453	481	435	478
Unemployment rate	5.4	6.6	7.2	5.7	6.1	7.1	7.5	6.8	7.5
Illinois									
Civilian noninstitutional population	8,867	8,906	8,910	8,867	8,897	8,900	8,906	8,906	8,910
Civilian labor force	5,985	6,017	5,950	5,991	6,050	6,086	6,093	6,045	5,979
Employed	5,640	5,628	5,597	5,666	5,641	5,729	5,676	5,657	5,623
Unemployed	324	389	353	325	409	357	417	388	356
Unemployment rate	5.4	6.5	5.9	5.4	6.8	5.9	6.8	6.4	6.0
Massachusetts									
Civilian noninstitutional population	4,619	4,622	4,623	4,619	4,622	4,622	4,622	4,622	4,623
Civilian labor force	3,190	3,111	3,124	3,198	3,114	3,114	3,145	3,115	3,130
Employed	3,027	2,852	2,836	3,022	2,848	2,825	2,841	2,856	2,828
Unemployed	163	260	288	176	268	289	304	280	302
Unemployment rate	5.1	8.3	9.2	5.5	8.6	9.3	9.7	8.3	9.6
Michigan									
Civilian noninstitutional population	6,997	7,012	7,014	6,997	7,009	7,010	7,011	7,012	7,014
Civilian labor force	4,550	4,499	4,494	4,568	4,553	4,582	4,710	4,543	4,545
Employed	4,228	4,065	4,090	4,246	4,225	4,132	4,207	4,129	4,110
Unemployed	322	434	405	352	328	450	503	484	435
Unemployment rate	7.1	9.7	9.0	7.7	7.2	9.8	10.7	10.1	9.6
New Jersey									
Civilian noninstitutional population	6,028	6,025	6,025	6,028	6,027	6,026	6,026	6,025	6,025
Civilian labor force	4,019	3,992	3,975	4,025	4,015	3,947	3,967	4,034	3,985
Employed	3,834	3,749	3,716	3,832	3,757	3,698	3,717	3,773	3,716
Unemployed	185	243	259	193	258	249	270	261	269
Unemployment rate	4.6	6.1	6.5	4.8	6.4	6.3	6.8	6.5	6.6
New York									
Civilian noninstitutional population	13,800	13,799	13,799	13,800	13,801	13,801	13,800	13,799	13,799
Civilian labor force	8,635	8,534	8,616	8,738	8,519	8,607	8,645	8,724	8,712
Employed	8,195	7,966	7,979	8,292	7,969	8,077	8,054	8,072	8,071
Unemployed	441	826	637	446	550	530	591	652	641
Unemployment rate	5.1	7.3	7.4	5.1	6.5	6.2	6.8	7.5	7.4

See footnotes at end of table

Table A-11. Employment status of the civilian population for eleven large States — Continued

(Numbers in thousands)

State and employment status	Not seasonally adjusted[1]			Seasonally adjusted[2]					
	May 1990	Apr 1991	May 1991	May 1990	Jan 1991	Feb 1991	Mar. 1991	Apr. 1991	May 1991
North Carolina									
Civilian noninstitutional population	4,991	5,048	5,053	4,991	5,003	5,038	5,043	5,048	5,053
Civilian labor force	3,439	3,383	3,424	3,431	3,378	3,438	3,402	3,417	3,412
Employed	3,308	3,193	3,196	3,297	3,209	3,253	3,210	3,221	3,183
Unemployed	132	190	228	134	187	183	192	196	229
Unemployment rate	3.8	5.6	6.6	3.9	4.9	5.3	5.6	5.7	6.7
Ohio									
Civilian noninstitutional population	8,281	8,304	8,306	8,281	8,299	8,301	8,302	8,304	8,306
Civilian labor force	5,409	5,473	5,445	5,429	5,383	5,384	5,470	5,523	5,487
Employed	5,104	5,087	5,153	5,112	5,065	5,007	5,073	5,124	5,183
Unemployed	305	386	292	317	318	377	397	399	304
Unemployment rate	5.6	7.1	5.4	5.8	5.9	7.0	7.3	7.2	5.8
Pennsylvania									
Civilian noninstitutional population	9,385	9,407	9,409	9,385	9,402	9,404	9,406	9,407	9,409
Civilian labor force	5,889	5,911	5,938	5,920	5,853	5,925	5,822	5,960	5,968
Employed	5,604	5,507	5,491	5,622	5,482	5,526	5,389	5,537	5,510
Unemployed	285	404	447	298	371	399	433	423	458
Unemployment rate	4.8	6.8	7.5	5.0	6.3	6.7	7.4	7.1	7.7
Texas									
Civilian noninstitutional population	12,351	12,498	12,509	12,351	12,458	12,471	12,483	12,498	12,509
Civilian labor force	8,410	8,619	8,540	8,417	8,511	8,541	8,623	8,892	8,546
Employed	7,887	8,025	8,000	7,889	7,964	8,071	8,050	8,074	8,000
Unemployed	523	594	540	528	547	470	573	818	546
Unemployment rate	6.2	6.9	6.3	6.3	6.4	5.5	6.6	7.1	6.4

[1] These are the official Bureau of Labor Statistics' estimates used in the administration of Federal fund allocation programs

[2] The population figures are not adjusted for seasonal variation, therefore identical numbers appear in the unadjusted and the seasonally adjusted columns

ESTABLISHMENT DATA

Table B-1 Employees on nonfarm payrolls by industry

(In thousands)

Industry	Not seasonally adjusted				Seasonally adjusted					
	May 1990	Mar 1991	Apr 1991p	May 1991p	May 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991p	May 1991p
Total	110,721	108,147	108,576	107,195	110,304	109,418	109,160	108,902	108,722	108,761
Total private	91,826	89,373	89,615	90,305	91,764	91,033	90,771	90,495	90,502	90,351
Goods-producing industries	25,128	23,381	23,544	23,792	25,161	24,161	24,039	23,877	23,793	23,612
Mining	712	699	704	704	713	713	715	714	711	705
Oil and gas extraction	389	395	394	393	394	399	401	402	400	397
Construction	5,236	4,366	4,547	4,729	5,203	4,797	4,782	4,728	4,683	4,696
General building contractors	1,321	1,121	1,140	1,171	1,325	1,221	1,210	1,196	1,184	1,175
Manufacturing	19,178	18,316	18,313	18,359	19,225	18,671	18,532	18,443	18,399	18,411
Production workers	13,030	12,316	12,330	12,377	13,068	12,604	12,488	12,424	12,404	12,420
Durable goods	11,215	10,534	10,541	10,566	11,212	10,770	10,652	10,584	10,562	10,566
Production workers	7,455	6,916	6,933	6,962	7,449	7,098	7,008	6,956	6,949	6,959
Lumber and wood products	748	675	682	695	730	706	696	692	696	697
Furniture and fixtures	512	479	479	480	515	498	482	479	481	483
Stone, clay, and glass products	566	509	518	524	562	532	527	520	521	528
Primary metal industries	738	723	722	723	759	740	726	724	723	724
Blast furnaces and basic steel products	275	261	261	263	276	271	264	262	263	264
Fabricated metal products	1,451	1,350	1,350	1,353	1,455	1,389	1,365	1,356	1,353	1,355
Industrial machinery and equipment	2,109	2,028	2,011	1,999	2,106	2,048	2,036	2,024	2,008	1,998
Electronic and other electrical equipment	1,682	1,594	1,590	1,588	1,689	1,621	1,611	1,599	1,597	1,595
Transportation equipment	2,020	1,835	1,848	1,869	2,011	1,888	1,859	1,846	1,845	1,848
Motor vehicles and equipment	838	732	756	784	820	763	746	738	793	775
Instruments and related products	1,007	974	974	969	1,009	983	982	978	976	971
Miscellaneous manufacturing	377	363	362	362	378	371	368	366	364	363
Nondurable goods	7,963	7,782	7,772	7,793	8,013	7,901	7,880	7,859	7,837	7,843
Production workers	5,373	5,483	5,397	5,415	5,418	5,506	5,480	5,460	5,455	5,461
Food and kindred products	1,629	1,619	1,616	1,635	1,668	1,673	1,670	1,678	1,672	1,670
Tobacco products	45	46	44	44	49	49	49	48	48	48
Textile mill products	693	637	637	661	698	667	661	660	661	663
Apparel and other textile products	1,058	1,009	1,008	1,013	1,048	1,012	1,018	1,009	1,006	1,011
Paper and allied products	696	688	686	685	709	696	696	693	691	688
Printing and publishing	1,373	1,347	1,344	1,340	1,577	1,560	1,553	1,548	1,543	1,542
Chemicals and allied products	1,091	1,087	1,086	1,083	1,093	1,094	1,093	1,091	1,089	1,085
Petroleum and coal products	157	154	157	158	157	150	158	158	159	157
Rubber and misc. plastics products	892	849	848	851	892	868	861	852	849	852
Leather and leather products	135	120	119	119	135	124	122	121	119	119
Service-producing industries	85,593	84,766	85,012	83,403	85,163	85,237	85,121	85,025	84,929	84,969
Transportation and public utilities	5,821	5,764	5,781	5,824	5,828	5,866	5,836	5,826	5,815	5,822
Transportation	3,549	3,503	3,524	3,560	3,546	3,591	3,562	3,550	3,545	3,556
Communications and public utilities	2,272	2,261	2,261	2,264	2,747	2,275	2,272	2,275	2,270	2,266
Wholesale trade	6,211	6,063	6,062	6,076	6,212	6,158	6,119	6,105	6,082	6,079
Durable goods	3,636	3,336	3,325	3,327	3,635	3,576	3,562	3,350	3,532	3,527
Nondurable goods	2,575	2,327	2,337	2,349	2,577	2,342	2,557	2,399	2,550	2,552
Retail trade	19,607	18,996	19,093	19,293	19,701	19,562	19,464	19,376	19,329	19,312
General merchandise stores	2,453	2,293	2,283	2,280	2,528	2,431	2,413	2,396	2,372	2,357
Food stores	3,207	3,208	3,191	3,203	3,227	3,243	3,237	3,245	3,227	3,222
Automotive dealers and service stations	2,069	2,011	2,019	2,036	2,085	2,053	2,042	2,036	2,036	2,038
Eating and drinking places	6,466	6,416	6,526	6,499	6,347	6,608	6,502	6,561	6,561	6,564
Finance, insurance, and real estate	6,737	6,685	6,689	6,712	6,739	6,736	6,732	6,735	6,718	6,714
Finance	3,291	3,284	3,281	3,283	3,299	3,296	3,295	3,297	3,294	3,290
Insurance	2,114	2,136	2,131	2,133	2,114	2,134	2,137	2,140	2,133	2,133
Real estate	1,332	1,263	1,277	1,294	1,326	1,304	1,304	1,298	1,291	1,291
Services	28,242	28,490	28,626	28,698	28,153	28,390	28,583	28,376	28,569	28,612
Business services	5,225	5,148	5,285	5,262	5,237	5,271	5,254	5,254	5,236	5,272
Health services	7,782	8,105	8,183	8,161	7,794	8,061	8,089	8,114	8,149	8,108
Government	18,895	18,774	18,761	18,800	18,560	18,365	18,389	18,407	18,420	18,430
Federal	3,334	2,938	2,947	2,954	3,347	2,952	2,951	2,953	2,953	2,947
State	4,366	4,472	4,461	4,414	4,287	4,352	4,354	4,399	4,360	4,353
Local	11,195	11,363	11,353	11,428	10,986	11,061	11,084	11,077	11,119	11,128

p : preliminary.

NOTE: Data have been revised to reflect March 1990 benchmarks and updated seasonal adjustment factors.

ESTABLISHMENT DATA

Table B-2. Average weekly hours of production or nonsupervisory workers[1] on private nonfarm payrolls by industry

Industry	Not seasonally adjusted				Seasonally adjusted					
	May 1990	Mar 1991	Apr 1991[p]	May 1991[p]	May 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991[p]	May 1991[p]
Total private	34.6	34.0	34.1	34.2	34.5	34.1	34.1	34.2	34.0	34.3
Mining	43.2	44.0	43.8	43.9	43.5	44.6	44.9	44.6	44.2	44.5
Construction	38.3	37.2	37.8	38.3	(2)	(2)	(2)	(2)	(2)	(2)
Manufacturing	40.9	40.1	40.1	40.3	40.7	40.4	40.3	40.3	40.3	40.4
Overtime hours	3.6	3.1	3.1	3.2	3.8	3.4	3.3	3.3	3.3	3.4
Durable goods	41.3	40.5	40.6	40.7	41.6	40.5	40.7	40.6	40.7	40.7
Overtime hours	3.8	3.1	3.1	3.2	4.0	3.3	3.2	3.3	3.3	3.3
Lumber and wood products	40.6	38.9	39.5	39.6	40.4	39.5	39.3	39.2	39.3	39.4
Furniture and fixtures	38.6	37.9	38.6	38.5	39.2	38.5	37.5	38.2	38.8	39.0
Stone, clay, and glass products	42.5	40.7	41.2	41.6	42.1	41.0	41.7	41.3	41.2	41.6
Primary metal industries	43.0	41.6	41.3	41.4	43.0	42.0	41.5	41.4	41.5	41.4
Blast furnaces and basic steel products	43.6	41.5	41.2	41.1	43.6	42.6	41.5	41.0	41.1	41.1
Fabricated metal products	41.6	40.6	40.6	40.7	41.7	40.6	40.7	40.6	40.7	40.7
Industrial machinery and equipment	42.0	41.3	41.2	41.2	42.1	41.6	41.5	41.3	41.3	41.3
Electronic and other electrical equipment	40.6	40.1	40.2	40.3	40.9	40.3	40.5	40.2	40.6	40.6
Transportation equipment	42.6	41.0	41.2	41.6	42.3	41.5	41.0	40.8	41.0	41.1
Motor vehicles and equipment	43.8	40.5	41.3	41.6	43.2	41.6	40.9	40.5	41.3	41.2
Instruments and related products	40.8	40.9	40.8	40.5	41.1	40.8	41.2	40.9	40.8	40.8
Miscellaneous manufacturing	39.3	39.3	39.2	39.6	39.6	39.0	39.3	39.3	39.3	39.5
Nondurable goods	40.0	39.5	39.5	39.7	40.1	39.9	39.6	39.8	39.8	39.9
Overtime hours	3.6	3.2	3.2	3.3	3.6	3.4	3.4	3.4	3.6	3.5
Food and kindred products	40.7	39.9	39.6	40.3	40.8	40.7	40.6	40.6	40.6	41.4
Tobacco products	39.1	36.2	37.1	38.2	(2)	(2)	(2)	(2)	(2)	(2)
Textile mill products	40.1	39.2	39.6	40.1	40.2	39.6	39.2	39.6	39.6	40.2
Apparel and other textile products	36.5	36.4	36.3	36.7	36.5	36.3	36.5	36.6	36.4	36.7
Paper and allied products	43.2	42.6	42.7	42.9	43.3	43.0	43.0	43.2	43.6	43.1
Printing and publishing	37.6	37.7	37.4	37.1	37.9	37.7	37.7	37.6	37.5	37.3
Chemicals and allied products	42.6	42.7	42.5	42.4	42.6	42.6	42.6	42.7	42.4	42.5
Petroleum and coal products	44.1	43.9	44.4	44.0	(2)	(2)	(2)	(2)	(2)	(2)
Rubber and misc. plastics products	41.4	40.5	40.6	40.5	41.6	40.8	40.6	40.6	40.7	40.8
Leather and leather products	37.5	36.7	36.7	37.0	37.6	36.9	37.2	37.1	37.1	37.0
Transportation and public utilities	39.0	38.3	38.5	38.7	39.2	38.7	38.6	38.6	38.5	38.9
Wholesale trade	38.0	37.9	37.9	38.0	38.0	37.9	37.9	38.1	37.9	38.1
Retail trade	28.7	28.1	28.3	28.6	28.0	28.3	28.6	28.6	28.4	28.7
Finance, insurance, and real estate	35.6	35.6	35.6	35.6	(2)	(2)	(2)	(2)	(2)	(2)
Services	32.3	32.3	32.3	32.3	32.5	32.2	32.5	32.6	32.2	32.5

[1] Data relate to production workers in mining and manufacturing; construction workers in construction; and nonsupervisory workers in transportation and public utilities; wholesale and retail trade; finance, insurance, and real estate; and services. These groups account for approximately four-fifths of the total employees on private nonfarm payrolls.

[2] These series are not published seasonally adjusted since the seasonal component is small relative to the trend-cycle and/or irregular components and consequently cannot be separated with sufficient precision.

p = preliminary

NOTE: Data have been revised to reflect March 1990 benchmarks and updated seasonal adjustment factors.

Table B-3. Average hourly and weekly earnings of production or nonsupervisory workers[1] on private nonfarm payrolls by industry

Industry	Average hourly earnings				Average weekly earnings			
	May 1990	Mar. 1991	Apr. 1991p	May 1991p	May 1990	Mar. 1991	Apr. 1991p	May 1991p
Total private..	$9.96	$10.24	$10.29	$10.30	$342.62	$348.16	$350.89	$352.26
Seasonally adjusted	9.98	10.24	10.28	10.32	344.51	350.21	349.52	353.98
Mining....	13.60	14.09	14.09	13.99	587.52	619.96	617.14	614.16
Construction..	13.73	13.93	13.99	13.97	525.86	518.28	528.82	535.65
Manufacturing..........	10.80	11.04	11.10	11.15	441.72	443.51	445.11	449.55
Durable goods. .	11.53	11.60	11.64	11.72	470.20	469.88	472.58	477.88
Lumber and wood products...	9.10	9.18	9.18	9.24	369.46	353.99	362.61	365.90
Furniture and fixtures...........	8.46	8.67	8.70	8.67	328.23	328.59	334.08	333.60
Stone, clay, and glass products.	11.11	11.20	11.31	11.34	471.06	455.84	465.97	474.01
Primary metal industries.............	12.84	13.17	13.22	13.26	552.12	545.24	545.99	548.96
Blast furnaces and basic steel products..	14.70	15.18	15.27	15.26	640.92	629.97	629.12	627.19
Fabricated metal products.......	10.68	11.08	11.11	11.17	449.28	447.63	451.07	454.62
Industrial machinery and equipment..	11.70	12.13	12.11	12.15	491.40	505.48	498.93	499.76
Electrical and other electrical equipment..	10.21	10.55	10.63	10.66	414.53	423.86	427.33	430.48
Transportation equipment..........	14.13	14.43	14.52	14.77	604.76	591.63	598.22	611.48
Motor vehicles and equipment........	14.73	14.87	14.99	15.38	645.17	602.24	619.89	642.88
Instruments and related products	11.21	11.69	11.66	11.68	437.37	478.12	475.73	473.84
Miscellaneous manufacturing	8.59	8.76	8.78	8.82	337.59	344.27	344.18	347.91
Nondurable goods............	10.08	10.35	10.38	10.40	403.20	409.86	410.91	412.88
Food and kindred products.	9.61	9.80	9.83	9.88	391.13	391.02	391.23	398.16
Tobacco products. .	17.03	17.35	17.56	17.85	665.87	662.77	662.01	681.11
Textile mill products.	7.98	8.16	8.20	8.21	320.00	319.87	324.72	329.22
Apparel and other textile products...	6.58	6.65	6.72	6.74	248.17	241.55	243.94	247.36
Paper and allied products...	12.23	12.56	12.56	12.66	529.20	537.37	534.31	543.11
Printing and publishing.	11.17	11.32	11.35	11.48	419.99	428.27	424.49	422.94
Chemicals and allied products.............	13.47	13.85	13.97	14.05	571.13	591.48	595.73	594.87
Petroleum and coal products........	16.13	17.06	17.00	16.66	711.53	748.93	734.88	733.04
Rubber and misc. plastics products...	9.72	10.01	10.03	10.05	402.41	405.41	407.22	410.04
Leather and leather products.	6.91	7.11	7.17	7.16	259.13	260.94	263.14	264.92
Transportation and public utilities.	12.65	13.15	13.20	13.17	500.37	503.65	505.20	509.68
Wholesale trade.....	10.72	11.06	11.12	11.15	407.56	419.17	421.45	422.94
Retail trade	6.73	6.91	6.98	6.98	193.15	194.17	197.53	199.63
Finance, insurance, and real estate	9.89	10.55	10.37	10.38	352.08	367.75	369.17	369.53
Services....	9.75	10.16	10.19	10.18	314.93	328.17	329.14	328.81

[1] See footnote 1, table B-2.
p = preliminary.

NOTE: Data have been revised to reflect March 1990 benchmarks and updated seasonal adjustment factors.

Table B-4 Average hourly earnings of production or nonsupervisory workers[1] on private nonfarm payrolls by industry, seasonally adjusted

Industry	May 1990	Jan. 1991	Feb. 1991	Mar. 1991	Apr. 1991p	May 1991p	Percent change from Apr. 1991- May 1991
Total private:							
Current dollars..................	$9.98	$10.18	$10.20	$10.24	$10.28	$10.52	0.4
Constant (1982) dollars[2].........	7.58	7.42	7.43	7.46	7.47	N.A.	(3)
Mining..........................	13.63	14.04	13.99	14.03	14.02	14.02	.0
Construction...................	13.77	13.95	13.97	13.97	14.05	14.01	- .3
Manufacturing.................	10.80	11.02	11.03	11.05	11.11	11.15	.4
Excluding overtime[4]	10.53	10.58	10.59	10.61	10.64	10.70	.6
Transportation and public utilities	12.90	13.15	13.13	13.16	13.20	13.24	.3
Wholesale trade................	10.73	11.00	11.05	11.07	11.08	11.14	.5
Retail trade...................	6.74	6.86	6.87	6.90	6.97	6.99	.3
Finance, insurance, and real estate	9.48	10.17	10.22	16.32	10.29	10.37	.8
Services....	9.78	10.03	10.07	10.13	10.15	10.16	.1

[1] See footnote 1, table B-2.
[2] The Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W) is used to deflate this series.
[3] Change was 0.1 percent from March 1991 to April 1991, the latest month available.
[4] Derived by assuming that overtime hours are paid at the rate of time and one-half.
N.A. = not available.
p = preliminary.
NOTE: Data have been revised to reflect March 1990 benchmarks and updated seasonal adjustment factors.

Table B-5. Indexes of aggregate weekly hours of production or nonsupervisory workers[1]/ on private nonfarm payrolls by industry

(1982=100)

Industry	Not seasonally adjusted				Seasonally adjusted					
	May 1990	Mar 1991	Apr 1991p/	May 1991p/	May 1990	Jan 1991	Feb 1991	Mar 1991	Apr 1991p/	May 1991p/
Total private	123.7	118.5	119.5	120.7	124.0	121.3	121.5	120.9	120.0	121.1
Goods-producing industries	110.8	99.4	100.8	102.7	111.0	104.4	104.0	102.7	102.5	103.0
Mining	62.9	62.5	62.8	62.6	63.7	64.9	65.4	65.0	64.2	63.5
Construction	141.8	110.2	117.7	125.5	140.4	125.0	126.9	123.2	122.4	124.2
Manufacturing	107.4	99.6	99.8	100.5	107.9	102.7	101.6	100.9	100.7	101.1
Durable goods	107.2	97.0	97.5	98.2	107.3	100.4	98.8	97.8	98.0	98.2
Lumber and wood products	132.3	113.0	116.1	119.1	132.1	120.5	118.6	117.8	117.7	119.0
Furniture and fixtures	123.6	111.6	113.6	114.2	124.0	115.9	111.7	112.6	113.3	116.5
Stone, clay, and glass products	113.0	95.9	99.6	102.1	111.0	102.1	102.4	99.9	99.9	100.6
Primary metal industries	95.9	85.7	85.1	85.6	94.3	89.0	86.6	85.7	85.6	85.7
Blast furnaces and basic steel products	82.7	74.0	73.7	73.9	82.8	79.1	74.7	74.7	74.3	74.1
Fabricated metal products	109.0	98.6	99.3	100.1	109.4	103.2	100.8	99.9	99.9	100.1
Industrial machinery and equipment	98.5	92.9	91.3	90.3	98.5	93.8	93.0	92.5	91.3	9v.3
Electronic and other electrical equipment	107.0	99.5	99.6	99.5	108.2	101.5	101.1	99.7	100.7	100.8
Transportation equipment	124.2	106.0	108.2	110.9	122.1	111.2	106.0	106.5	107.2	108.9
Motor vehicles and equipment	136.2	107.2	114.2	121.1	131.9	114.8	108.7	108.1	113.0	117.5
Instruments and related products	87.3	84.0	83.3	82.2	88.4	84.8	84.8	84.8	84.1	83.4
Miscellaneous manufacturing	101.1	96.4	96.2	96.3	101.6	98.0	98.0	96.9	96.9	97.0
Nondurable goods	107.5	103.2	102.9	103.8	108.7	105.9	105.5	105.2	104.6	105.1
Food and kindred products	106.2	104.2	103.6	106.2	110.3	110.8	111.8	111.8	109.8	110.2
Tobacco products	63.2	64.4	60.6	59.8	69.5	71.8	70.7	67.2	66.2	66.0
Textile mill products	99.2	91.7	92.8	94.3	99.6	93.7	92.3	92.3	93.0	94.7
Apparel and other textile products	94.3	90.0	90.0	91.3	94.2	89.9	90.3	90.5	90.0	91.1
Paper and allied products	109.9	107.8	107.1	107.6	110.9	109.9	109.0	109.7	108.8	108.9
Printing and publishing	127.3	124.2	122.6	120.8	128.4	125.1	124.4	123.5	122.7	122.1
Chemicals and allied products	104.6	102.9	102.3	101.8	104.9	103.4	102.8	103.1	102.4	102.1
Petroleum and coal products	87.0	82.6	85.6	85.9	86.9	86.5	85.9	86.3	86.9	85.9
Rubber and misc. plastics products	129.6	119.2	119.5	120.8	129.5	123.4	121.6	119.7	119.6	120.8
Leather and leather products	64.3	55.1	54.5	55.2	63.8	57.4	57.0	55.9	55.3	55.1
Service-producing industries	129.5	126.7	127.6	128.7	129.8	128.9	129.4	129.0	127.9	129.2
Transportation and public utilities	115.2	111.9	112.8	114.2	115.6	115.3	114.3	114.1	113.6	114.9
Wholesale trade	116.2	112.7	112.9	113.4	116.5	114.7	114.2	114.2	113.2	113.8
Retail trade	123.3	115.9	117.2	119.8	123.7	120.3	121.1	120.6	119.4	120.4
Finance, insurance, and real estate	120.1	118.5	118.8	119.2	121.0	120.4	120.2	119.9	118.3	120.1
Services	144.7	145.6	146.4	146.6	144.9	145.8	146.9	146.5	145.4	146.9

[1]/ See footnote 1, table B-2.
p = preliminary

NOTE. Data have been revised to reflect March 1990 benchmarks and updated seasonal adjustment factors.

ESTABLISHMENT DATA   ESTABLISHMENT DATA

Table B-6. Diffusion indexes of employment change, seasonally adjusted

(Percent)

Time span	Jan.	Feb.	Mar	Apr	May	June	July	Aug.	Sept	Oct.	Nov.	Dec.
					Private nonfarm payrolls, 356 industries1/							
Over 1-month span:												
1989	66.5	59.8	58.7	53.9	52.7	53.8	52.9	54.6	49.2	56.6	59.6	52.1
1990	58.1	58.1	52.2	48.7	52.8	48.3	46.6	47.8	45.1	41.4	49.3	42.0
1991	38.5	36.9	38.6	p/37.5	p/50.8							
Over 3-month span:												
1989	67.6	65.2	61.1	56.2	54.5	53.9	54.9	52.5	55.9	56.8	55.8	59.1
1990	58.8	59.0	54.4	p/29.6	50.7	48.7	49.4	43.6	43.7	48.8	37.4	55.1
1991	31.6	30.8	p/29.6	p/37.2								
Over 6-month span:												
1989	67.7	65.0	63.3	59.0	56.5	53.4	54.5	55.9	53.8	58.1	57.9	59.1
1990	56.6	55.2	53.2	51.8	47.6	44.9	42.7	38.6	37.2	34.8	30.9	28.8
1991	p/26.4	p/30.2										
Over 12-month span:												
1989	65.1	65.2	62.2	61.3	61.5	59.6	57.6	56.7	55.8	56.8	55.5	55.6
1990	54.6	54.5	51.6	48.3	46.6	43.5	40.5	35.8	34.1	p/38.2	p/31.8	
1991												
					Manufacturing payrolls, 139 industries1/							
Over 1-month span:												
1989	58.6	50.7	44.9	47.5	47.1	46.2	46.2	45.7	38.6	48.7	49.6	45.3
1990	46.0	51.1	6.6	47.8	41.7	39.6	43.2	48.3	38.8	34.5	27.5	35.8
1991	31.7	28.4	29.9	p/38.1	p/50.7							
Over 3-month span:												
1989	56.5	54.3	49.5	63.5	42.8	42.1	40.3	36.3	39.9	41.8	41.8	41.7
1990	43.0	43.2	45.0	38.1	38.1	37.4	35.6	31.5	27.8	23.0	21.6	18.3
1991	19.6	16.5	p/18.7	p/33.1								
Over 6-month span:												
1989	57.9	51.8	48.6	45.0	41.7	38.1	38.1	38.1	35.6	38.8	39.6	39.6
1990	39.9	36.7	37.1	40.3	32.4	30.6	24.1	20.5	21.2	17.5	16.7	11.9
1991	p/18.4	p/17.6										
Over 12-month span:												
1989	53.6	56.1	51.8	46.6	44.6	41.7	38.1	35.3	36.9	36.3	32.4	52.7
1990	35.5	33.5	31.5	29.5	23.2	20.9	19.8	14.0	12.9	p/9.7	p/10.4	
1991												

1/ Based on seasonally adjusted data for 1-, 3-,
and 6-month spans and unadjusted data for the 12-month
span. Data are centered within the span.
  p = preliminary.
  NOTE: Figures are the percent of industries with
employment increasing plus one-half of the industries

with unchanged employment, where 50 percent
indicates an equal balance between industries with
increasing and decreasing employment. Data have
been revised to reflect March 1990 benchmarks
and updated seasonal adjustment factors.

Senator SARBANES. Commissioner, a year ago the unemployment rate you reported in June 1990 was 5.3 percent. Is that correct?

Ms. NORWOOD. That is correct.

Senator SARBANES. Was that the lowest level that the unemployment rate had hit in recent times?

Mr. PLEWES. It had been down to 5.1 percent in March of last year, but it is close to the lowest level, yes, sir.

Ms. NORWOOD. Very close.

Senator SARBANES. In March 1990?

Mr. PLEWES. That is correct, sir—I'm sorry, excuse me—in March of 1989.

Senator SARBANES. March 1989. All right. Now, it has risen from 5.3 percent a year ago to 6.9 percent today. Is that correct?

Ms. NORWOOD. That is correct.

Senator SARBANES. When was the unemployment rate last as high as 6.9 percent?

Mr. PLEWES. November 1986, sir.

Senator SARBANES. November 1986.

Mr. PLEWES. Yes, sir.

Senator SARBANES. So, the unemployment rate you are reporting this morning is the highest in some 4½ years?

Ms. NORWOOD. Yes.

Senator SARBANES. Is that correct?

Ms. NORWOOD. Yes. Although I would argue that the 6.9 percent in May is about the same as the 6.8 percent in March, and so those two taken together are the highest we have had in some time.

Senator SARBANES. When was it last at 6.8 percent?

Mr. PLEWES. The same time, sir.

Senator SARBANES. We are at the highest unemployment now than we have experienced in 4½ years?

Ms. NORWOOD. That's right.

Senator SARBANES. It is possible technically to come out of a recession in the sense that GNP is not negative and for the unemployment rate to continue to rise; would that be correct?

Ms. NORWOOD. Yes.

Senator SARBANES. In fact, given the nature of the labor market in this country, how much of a rise in GNP would have to take place in order for unemployment not to increase?

Ms. NORWOOD. It is not clear. As you well know, Senator, there was some work done many years ago when the economy was very different. At that time, a popular rule of thumb was 3 percent. But the labor force is growing very differently now. We had very little labor force growth over the last year, certainly less than 500,000 over the year. So, I think that we will need considerable economic growth in order to have a

decline in the unemployment rate, unless the labor force continues to grow as slowly as it has been, and this is quite slow.

Senator SARBANES. Did you expect this slow growth in the labor force over this past year? Would you have predicted it?

Ms. NORWOOD. We have expected very slow growth, at about half the rate we have had before. What is different, however, is the behavior of women, which is still not quite clear; but for the first time in probably several decades the labor force participation rates for women have leveled off, with a slight decline in some months. It is not clear to me yet whether that is recession-related, which it could well be and therefore would pick up afterwards, or whether this is some change in behavior.

Senator SARBANES. It is my view that there is a tendency to underestimate this recession because the unemployment figures have not gone up. While there has been a significant increase in the unemployment rate, it has not gone up to levels that we have traditionally associated with severe recessions. Part of the reason for that is this decline in the growth of the labor force. If the labor force over the past year had grown at the rates at which it had been growing in previous years, what would the unemployment rate be today?

Ms. NORWOOD. Well, it would obviously be much higher. I can't tell you exactly how much. There are some rules of thumb of, what, 100,000——

Mr. PLEWES. A tenth of a percent per 100,000.

Ms. NORWOOD. About a tenth of a percent per 100,000. But that is assuming very little interaction among the various groups of the labor force. What we are seeing is a declining group of young people entering the labor force. That is because of the birth rate some years ago. Young people, who experiment with new jobs, have higher unemployment rates than other groups.

We are beginning to see a leveling off in the long-term decline in labor force participation rates of men. This is particularly noticeable among older men, and may indicate a change in the pattern of retirement, but it could also be a temporary situation. So, it is not really clear. The one thing that I think is clear is that this is a slower growing labor force, particularly in the number of young people. We had a decline in the teenage labor force of 550,000 over the last year, and that is exerting a downward pull on the unemployment rate. The exact amount of the change in the unemployment rate due to this decline is hard to determine.

Senator SARBANES. What was the average growth in the labor force prior to this past year?

Ms. NORWOOD. Oh, it was 2.5 percent, something like that, 2 million or so a year, and then a decade earlier, of course, it was much more than that.

Senator SARBANES. In the recent past, it has been about 2 million a year.

Ms. NORWOOD. Yes.

Senator SARBANES. What was it this past year?

Ms. NORWOOD. Well, this past year it was only half a million, if you focus on the month of May, it was less than that, even. Over the year it was up only a couple of hundred thousand, though May is not the best month to look at. But it grew very, very slowly, hardly at all.

Senator SARBANES. Well, if it had grown this year at the rates of the recent past, I take it the unemployment rate would be about 1 percentage point higher than it is; is that right?

Ms. NORWOOD. It probably would be higher than it actually is.

Senator SARBANES. It would be close to 8 percent; would that be correct?

Ms. NORWOOD. It could well be.

Senator SARBANES. I will come back to this, but I have used my first round of time. I yield to my colleagues.

Congressman Armey?

Representative ARMEY. Thank you, Mr. Chairman.

I am fascinated by that. We have been on an average of about two million a year. I assume that is net increase in the labor force, of retirees going off one end.

Ms. NORWOOD. Yes.

Representative ARMEY. And all of a sudden it drops to around half. Is this demographics?

Ms. NORWOOD. It's largely demographics. There were lower birthrates some years ago. So, the 16-to-19-year-age group is actually declining. Over the year, there was a 550,000 drop in the labor force of young people. The enormous increases in the labor force of adult women have begun to slow down. There we only had about 400,000, and we were used to having 800,000, 900,000, even a million each year. So, there are differences that are occurring that are demographic.

Representative ARMEY. So, basically we could be seeing the beginning of a considerably different demographic experience with respect to labor force participation from what we have been observing?

Ms. NORWOOD. Well, the Bureau of Labor Statistics' projections to the year 2000 suggest that the labor force will be growing probably at only about one-half the rate that it had been growing in previous decades.

Representative ARMEY. That is interesting. I am going to be watching that.

But I would like to turn, if you don't mind, your attention. I am very interested in the diffusion index and the sectoral analysis. That comes from my old mentor, Dr. Biggs, who used to make a good piece of change every year selling his forecast to the automobile industry. Incidentally, I might say, Mr. Chairman, Dr. Biggs was a blind man who was the first person to ever see any potential in Dick Armey. I don't

know what that means. [Laughter.] I am sure people would be happy to draw their own conclusions. But I loved Dr. Biggs.

But in your sectoral breakdown, can you break out employment experience, say, for the auto industry? I want to think in terms of two things, manufacturing and parts.

Ms. NORWOOD. We certainly cannot give you the diffusion index for the specific individual industries. We can give you employment numbers for motor vehicles.

Representative ARMEY. Are you saying manufacturing?

Ms. NORWOOD. Yes. And the other, all auto-related, we can give you as well.

Representative ARMEY. But you cannot, for example, break that down into, say, generic classes of automobiles, luxury cars versus compact cars?

Ms. Norwood. Not employment, no, sir.

Representative Armey. But you could, for example, breakdown auto parts. And you say in automobile manufacturing, employment is turning upward in our most recent experience?

Ms. NORWOOD. Well, as you know, for some time what has been happening is that the automobile companies have been laying off workers temporarily and then calling them back when the supply of cars has leveled off. What has happened now is that in the month of May a lot more workers were called back from layoff than were laid off. There were still some layoffs in some plants, but there were many more workers who were brought back to work.

Representative ARMEY. And I also noticed that the hours are going up. So, this we take as a very good sign; right? Let me just make that observation and go back later, because I am also very curious about the boat industry. I receive a lot of correspondence, and it seems in the past year that this industry, the boat manufacturing——

Ms. NORWOOD. Boat?

Representative ARMEY. Yes. In the past year, the boat manufacturing industry has taken a tremendous unemployment hit. Have you any data on that? Have you broken it down that precisely?

Ms. NORWOOD. Well, Mr. Plewes will look that up. I am not at all sure.

Representative ARMEY. It seems to me that there must be some high drama going on in that industry just from a sudden surge of mail I am getting. [Laughter.]

Ms. NORWOOD. Well, I think that is very much related to consumption expenditures, obviously, and to income.

Mr. PLEWES. We have the data.

Ms. NORWOOD. To the luxury tax.

Mr. PLEWES. We have the data, and your observations are quite correct. We have the data published through March. There had been about 65,000 jobs in boat building and repairing in March 1990; this figure has gone

down to 49,700 in March 1991. So, there is almost a 25 percent decline in that industry.

Representative ARMEY. Well, now, you say boat building and repairing?

Mr. PLEWES. That is correct.

Representative Armey. And you don't break down between those two?

Mr. PLEWES. No, sir.

Representative ARMEY. How about light aircraft manufacturing, do you get into that?

Mr. PLEWES. I am not sure we break out the light from the heavy. We will have to look at that in detail, sir, from the regular aircraft.

Ms. NORWOOD. We can provide some of this for the record, if you wish.

Representative ARMEY. Would you? I would be very curious about those three industries.

Ms. NORWOOD. I would be happy to.

[Information in response to Congressman Armey's question follows:]

Subsequently, BLS was unable to supply this information.

Representative ARMEY. The other thing, given the big celebration we are going to have today, I would guess that you have a rather unique and different problem facing you with recording and tracking the experience of the reservists from Desert Storm. Have you had to set up a special procedure for dealing with this?

Ms. NORWOOD. We have tried, Congressman Armey, and we have decided that it is not possible. We have had a lot of discussion with the Defense Department, who have been extremely cooperative in trying to provide the data to us. The problem is that they don't have the data at the time that we need it. There is a big lag. And there is also the problem of determining who is where, who is abroad, and who is here. And as a result, we have put a cautionary note on one of our tables, and we have a note in today's release saying that we are going to eliminate that table, because we just don't think the data on resident armed forces are adequate. We will continue to have available that information if people want it.

Representative ARMEY. Yes. Thank you.

Thank you, Mr. Chairman.

Senator SARBANES. Congressman Wylie?

Representative WYLIE. Thank you, Mr. Chairman.

Dr. Norwood, I would observe that everything doesn't seem to be coming up roses, but on the other hand, perhaps, if I read the numbers correctly, the scenario is not all that bad. The recession may have bottomed out. I observe that the last 2 months have seemed to be pretty flat and actually the payroll numbers are positive, as you point out. Payroll employment is closely watched as a coincident economic indicator and in the May numbers, if they hold up in the coming months, wouldn't this suggest that perhaps the economy has bottomed out and the recession may be over?

Ms. NORWOOD. Well, for the recession to be over, of course, we have to have begun to have a recovery. And I think we need more time before we can make judgments of that kind. What we can say very clearly is that employment had been declining steadily and sharply, that decline has stopped, and that for about the last 2 months we are seeing a leveling off of employment on both surveys. And obviously everyone in the country hopes this will continue, and we will begin to move upward. But you cannot read that into these data. All that we can say is that the labor force data are showing a leveling off, which is, as I indicated in my statement, certainly a better condition than we have been reporting for some time.

Representative WYLIE. I said the payroll numbers tend to be positive, but from Table A-3 it seems that most of the rise in unemployment for May was for women and teenagers. And you made that observation, too, in the household survey numbers. Now, I was wondering if there could be a problem here, as far as the seasonally-adjusted data is concerned, for

teenagers who are having a summer off from school and for women staying at home. Is that a possibility?

Ms. NORWOOD. Well, there is always a possibility of problems with seasonal adjustment, and I would be the first to agree to that. But I think in this case the situation is that, although we have had a little bit of an increase in the unemployment rate for women, it is basically back to what it was in March. The unemployment rate for teenagers was almost 19 percent in March, and it is 19.1 in May. So, I don't really think there has been much change. I do think there had been a great deal of increase of unemployment in the early part of the year—up until March.

Representative WYLIE. That is explaining what you said. I thought I heard you say that the survey indicated that household unemployment was up some.

Ms. NORWOOD. Well, my feeling about this—and I indicated it last month at the hearing—is that the drop in unemployment last month shown by the household survey was not real and that we have had essentially a correction of that drop this month. I would look at the numbers from March to May and say that they are fairly stable. We have not had an increase in unemployment.

Representative WYLIE. Being from Ohio, I had to observe what happened in the State of Ohio, and I noted that the April 1991 unemployment rate was 7.2 percent and for May 1991 it says 5.6 percent. Am I reading that correctly?

Ms. NORWOOD. I believe so.

Representative WYLIE. That is a drop of 1.6 percent. That could be the biggest drop of any state.

Ms. NORWOOD. Those numbers, of course, also have a great deal of variability. They are small samples and there is a large error. There is improvement, I believe. I don't have my tables here but Tom does.

Mr. PLEWES. That is a significant decline.

Ms. NORWOOD. It is a statistically significant decline, but I would be careful about assuming the decline is quite as much. There is a wide band of error around that number. It is clear there is a decline. There is improvement. Exactly how much of the change is the improvement is something that we need another couple of months to tell.

Mr. PLEWES. If I might add, the improvement is shared by other manufacturing states in the region. Illinois and Michigan also showed an improvement.

Representative WYLIE. It seems to me as if I am observing some of the same things that we have been observing in the Banking Committee, where we have had bank and S&L failures in the Northeast and in the Southwest, and the unemployment rate has gone up in Massachusetts tremendously, 9.6 percent; California is 7.7 percent. So, there may be some regional factor, which contributes to the overall national unemployment rate. Is that a fair observation?

Ms. NORWOOD. Yes, I think so. In fact, we have in this country regions that are pretty much dominated by particular kinds of industry, and as Mr. Plewes pointed out, one of the things that we are seeing in the data this month is that some of the manufacturing industries have improved. And some of those industries that have improved are located in Ohio.

Representative WYLIE. What is the reason for the big jump in the unemployment rate in Massachusetts? Do you know off the top of your head?

Mr. PLEWES. It is 1.1 percent.

Ms. NORWOOD. The question is what it was before. We don't know exactly what the reason is. The change is over a percentage point. And so it is, in a statistical sense, significant. But I think we need to look at that over a period of some months.

Mr. PLEWES. I think we can characterize Massachusetts like we characterize the national rate; Massachusetts had declined significantly last month, but it is really back to where it was in March. So, I think there might have been some overstatement in April that we are considering there.

Representative WYLIE. I am glad for the good news vis-a-vis Ohio, anyhow. Thank you very much.

Senator SARBANES. Commissioner, what is the definition of a recession, as that term is used in our economic dialogues?

Ms. NORWOOD. There are, as you know, several definitions. Some people look at a couple of quarters of negative GNP. The official definition, however, comes from the National Bureau of Economic Research (NBER). And that really involves looking at a whole series of indicators to see how deep the decline is, how widely dispersed the decline is, and how long. Depth, dispersion, and duration, those are the three characteristics that the group at the NBER look at, and they don't look just at the labor market data, of course.

One reason that there is so much attention paid to the labor market data, in terms of what is happening to the economy, is because they are the very first set of data out each month. These are the first set of data for the month of May. There are no other official data out for May yet, and that is why there is so very much attention paid to these data, particularly the payroll survey in looking at it. But in looking at a change in the business cycle, one needs to look far beyond the labor market data.

Senator SARBANES. Does the NBER look at the decline in the GNP? Is that an important factor in their evaluation?

Ms. NORWOOD. That is one of them.

Senator SARBANES. Is it possible for a recession to end, under the definition, and unemployment to continue to rise?

Ms. NORWOOD. Yes.

Senator SARBANES. How is that possible?

Ms. NORWOOD. Well, it is possible in several ways. One is that, as we have discussed before here, there is a lag, particularly in the long-term unemployed. As a recovery sets in, the people who are hired back first are the people who were the most skilled and the most recently let go. And those who were let go earlier, who have been unemployed a longer time, are called back much later. So, we do see a continued increase in the long-term unemployed. There has been a good deal of speculation lately that there are differences among different parts of the country, and that there may be a very slow reduction in unemployment, or even an increase, in some areas of the country and then improvement in others.

I would point out that we have always had differences from one area of the country to another. The unemployment rates do not seem to be any more severe or any more disparate than they have been in the past, but we do always have to look at that. There is also concern that because of the banking crisis and the fear—at least, the concern, shall I say—that credit may not be as available as it has been in other business cycle turning points, whenever that occurs; that there will not be as much hiring done, and that would affect, of course, to a great extent the construction industry. And then a further point is that the state and local governments are having a great deal more difficulty now with their financial positions and, as a result, will probably not be hiring as much in the past.

The other point that Mr. Plewes points out is that we don't really know what is going to happen to the labor force. If the women begin coming back into the labor force, for example, in the manner in which they did in the 1980s and the 1970s, then I think we will be seeing some increases there. So, there are a lot of reasons why that could happen.

Senator SARBANES. Well, you could come out of a recession that has such a slow-growth economy, even though you were technically out of a recession?

Ms. NORWOOD. Yes.

Senator SARBANES. The unemployment rate could rise or certainly not go down. Would that be correct?

Ms. NORWOOD. That is certainly possible. And as you well know, there is a good deal of speculation by some economists that that might well happen. I don't know whether it will.

Senator SARBANES. What is the situation on discouraged workers and workers that are working part-time for economic reasons? Do you have updated figures on that?

Ms. NORWOOD. Yes. There are about 6 million, 5.9 million workers, who were working part-time for economic reasons.

Senator SARBANES. That is workers who want to work full-time but can't find full-time work?

Ms. NORWOOD. That's right.

Senator SARBANES. And there are 6 million of them, just under?

Ms. NORWOOD. Yes. There are 5.9 million and about a million discouraged workers. Those are people who tell us that they want a job and they are available for work but haven't looked for work, which is part of the requirement as classified to be unemployed, because they think no job is available.

Senator SARBANES. If the million were in the pool in order to measure the unemployment rate ... I take it they are not?

Ms. NORWOOD. That is correct.

Senator SARBANES. They are not looking for work because they have become so discouraged they don't think they can find a job and, therefore, you don't count them as unemployed. If they were counted, what would the unemployment rate be this month?

Ms. Norwood. Well, if you look at Table A-8 and if you included the discouraged workers and one-half of the people who are working part-time—on the theory that they are half unemployed—then the rate would be, for the last quarter, 9.8 percent.

Senator SARBANES. 9.8 percent.

Ms. NORWOOD. Yes.

Senator SARBANES. Now, that is a pretty high rate. When would that rate last have been at 9.8 percent?

Ms. NORWOOD. I am not sure we have those figures with us. We can supply that for the record. That rate, of course, always goes up during a recession. The number of discouraged workers always goes up during a recession.

Senator SARBANES. The rate we are working off of this morning of 6.9 percent is the highest in 4½ years, but the rate, if you include the discouraged and the part-time, is at 9.8 percent. When was that rate last at 9.8 percent? My guess is that this is probably more than 4½ years.

Ms. NORWOOD. Probably so. Certainly in the 1981-82 recession we know that it was much higher. We would have to look at that; we don't have those tables with us.

Senator SARBANES. Could you let us have that figure?

Ms. NORWOOD. Yes.

[The following information was subsequently supplied for the record:]

The last time the unemployment rate, U-7, was last at 9.8 percent was the first quarter of 1987.

Senator SARBANES. I have used my time. I yield to Congressman Armey.

Representative ARMEY. Thank you again, Mr. Chairman.

Dr. Norwood, I guess I am still fascinated with the diffusion index. As I look at the various things that you have in the report, and of course as you know, we all look for a ray of sunshine at the end of the tunnel; but the diffusion index, it strikes me, is a very important indicator, and now we are hitting the 50 percent mark. How significant is that? I don't want to be overly optimistic, and yet I want to seize on every bit of opportunity for optimism.

Ms. NORWOOD. It is certainly one tool that can be used to analyze what is happening, and this is, as I pointed out in my statement, the first time since the recession began that it has been over 50 percent. We have had some very low numbers for the diffusion index, so it is a rather welcome sign.

Representative ARMEY. Do you still have—and I am sorry, I should be more familiar with some of these details, and I remember Dr. Biggs was always so proud that automobiles were a key industry. If you knew that industry, you knew everything in those days. I don't know what to tell you when that was, but some time ago.

We have now identified leading sectors where we can pretty much zero in?

Ms. NORWOOD. I would say not really because I think that the economy is changing so much and the very structure of our industries has been changing. We have a much more service-oriented economy than we have had before.

In the past, manufacturing industries, particularly durable manufacturing, were extremely useful—they still are—as indicators. But in this recession, construction was very badly hit, much more so than in past recessions, and we actually lost jobs in services, which we had not done, and retail trade and services, which generally had been affected much less in past recessions.

So, I think the structural change in industry that is occurring makes us look at different indicators.

Representative ARMEY. That is another interesting question. If I can just take a moment, I will probably have to ask for your impressionistic response rather than empirical one. But, would you say that the structural dynamics of the 1980s were greater than the 1950s or the 1960s? Is there a way of measuring and reporting such things?

Ms. NORWOOD. Clearly, in the 1980s we had a continuation of the trends that began earlier. If you want to go all the way back, you can look at agriculture, and that certainly was much earlier and a much bigger sort of trend. We have relatively few people working in agriculture today, and this industry used to employ a very large proportion of our labor force. The big change has been away from goods-producing toward

service-producing. Now many of those, however, are industries that are providing services for the goods-producing industry. And so they are related. The health of those industries, like business services, for example, is related to the goods-producing sector.

Representative ARMEY. Can I assume that there is probably a body of literature? You can help me to discover it?

Ms. NORWOOD. I would be glad to see what we can provide.

Representative ARMEY. Let me just take a moment and say how impressed I am, Dr. Norwood. We just had a terribly difficult debate on the floor of the House yesterday, in fact over the professionalism and accuracy of government accounting agencies, and we even shared our concern about others. But every time you are before this Committee, I have to tell you that you leave me with a sense of confidence and security that here we are getting good, reliable information; something that can be a basis on which we can make a decision. And I just want to compliment you for that. For me, it is very reassuring, and I hope it is for the Nation.

Ms. NORWOOD. I appreciate that very much, Congressman Armey. We certainly try to run as open an agency as we possibly can. And we try to be very open and clear about where we think the problems in data are, because that is the best way to get them improved.

Representative ARMEY. I have no doubt.

One thing, and maybe you can help me with this, I want to give you a hypothetical situation. If I were to repeal the age discrimination against our senior workers that exists in the form of the earnings cap, would you be able to forecast what would be the changes in employment practices of the senior citizens in response to that?

Ms. NORWOOD. No, we would not.

Representative ARMEY. Would you make a simple projection based on current experience?

Ms. NORWOOD. We would not. We would feel that that would be something we could not really do with accuracy, and we would leave that to others to do because a statistical agency can certainly analyze data, and we do a lot of that, but there are many areas that involve both changes in policy, which have to be determined as well as changes in behavior that are hard to come by.

Representative ARMEY. Elasticity coefficients, which of course are varied. They are drawn, though, from historical empirical experience.

Ms. NORWOOD. Yes. Certain things are, yes. Of course.

Representative ARMEY. You could provide a database from which elasticity coefficients could be drawn?

Ms. NORWOOD. We provide a great deal of data to those who want to spin off different kinds of policy approaches. That is one of our functions—We provide the data, but they give the spin to it.

Representative ARMEY. You mean the analytical technique.

Ms. NORWOOD. Yes.

Representative ARMEY. Thank you.

Thank you again, Mr. Chairman.

Senator SARBANES. Congressman Wylie?

Representative WYLIE. Thank you again.

I feel the same way as Congressman Armey about the positivity of your knowledge and the information that you provide. And I, for one, am sorry to hear that you have indicated that you don't want to be reappointed, Dr. Norwood.

I saw on page 6 of your report, beginning with next month's issue, Tables A and A-1 of this release, which, as alluded to a little earlier, will no longer contain the labor force series that incorporate data on Armed Forces stationed in the United States.

Ms. NORWOOD. Correct.

Representative WYLIE. Is that a significant figure? How many people are we talking about?

Ms. NORWOOD. That rate varies from the civilian rate by about a tenth and has consistently varied only by about a tenth. Sometimes, it is two-tenths if it just touches the rounding point. But it is basically one-tenth difference. We will continue to have the data. We will include that rate in our table of ranges of unemployment rates, so it will certainly be available. But we feel that since we know that the information on resident armed forces has several months' time lag and that, with the very best of intentions, the people who have those data are really not able to get them to us in the timeframe that is needed, we just feel that they are not of the quality that we ought to have at this time.

Representative WYLIE. But if they are in the Armed Forces, they are employed, of course.

Ms. NORWOOD. Yes. Well, that rate will be available.

Representative WYLIE. The rate will be available?

Ms. NORWOOD. Yes.

Representative WYLIE. But it will not be included in your rate of overall unemployment rate for the United States?

Ms. NORWOOD. There will be a rate available that will include the resident Armed Forces. I am not sure, though, that those data will be of the quality that the other data are, and that is why we have decided to eliminate the table but to provide the data, if anyone wants them, and to include it in this wide range of unemployment rates.

Representative WYLIE. In terms of numbers, where is the biggest increase in unemployment over the last month in terms of numbers?

Ms. NORWOOD. Over the last month?

Representative WYLIE. Yes.

Ms. NORWOOD. Basically, it is in adult men and women, but we have to understand that the month before—I am looking at employment numbers, not unemployment—the employment went up for those.

Representative WYLIE. I was thinking more in terms——

Ms. NORWOOD. In terms of unemployment?

Representative WYLIE. In terms of the areas of employment and manufacturing.

Ms. NORWOOD. Construction employment has been going down. Jobs have been lost in construction month after month, after month for a very long period of time, and that has stopped. I think that is quite important. The same thing has been going on for manufacturing—negative month after month, after month, and that seems to have leveled off. I think those are the two important areas, and I suppose business services is another that is really related more broadly to business activity in the economy.

Representative WYLIE. In the case of the construction industry, I think that that is probably more related to the so-called credit crunch that you referred to than anything else, and that may be improving in the short term. We have some positive signs. That is just an observation.

Thank you very much.

Thank you, Mr. Chairman.

Senator SARBANES. Commissioner, it is asserted by some that this is a short and shallow recession. I disagree with that evaluation of it, and I want to explore that with you.

First of all, it is my understanding that the number of job losers in this recession parallels, in fact somewhat exceeds, the average of job losers in previous recessions in the postwar period. Is that correct?

Ms. NORWOOD. Well, one of the difficulties is that when we do this kind of analysis, we use the NBER time periods for the beginnings and the ends of recessions, so that is July for this recession. As I am sure you are well aware, we began losing jobs in goods-producing, particularly in manufacturing, long before July. So, you could get somewhat different answers depending on how far back you go.

Senator SARBANES. That would only make it worse.

Ms. Norwood. That is correct.

Senator Sarbanes. What I am putting to you is the proposition that over the last 9 months, as I understand it, businesses have reported a decline of 1.4 percent in payroll employment, compared with a 1.2 percent drop average for the first 9 months of postwar recessions that ran for 9 months. We had a few that were shorter. So, in a sense the job losers in this recession are greater than in past recessions of comparable length; is that correct?

Ms. NORWOOD. We had a 1.3 percent drop in total payroll employment since July. In the same period in 1981, the same number of months in 1981, we had a 1.6 percent drop. But in the 1973 recession, which also had some differences in terms of the timing, we had just about 1.0 percent drop.

Senator SARBANES. I am taking the average of five recessions in the postwar period.

Ms. Norwood. Yes. I don't have the other two recessions.

Senator Sarbanes. The 1981-82 recession was virtually a depression. We had the worst unemployment since the 1930s. It went almost to an 11 percent unemployment rate in this country.

Ms. Norwood. That's right.

Senator Sarbanes. All right. So much for the shallowness argument. Now the shortness argument. This recession now, in its length, has corresponded with the average length of postwar recessions, has it not?

Ms. Norwood. Yes. That's right.

Senator Sarbanes. On what basis could one characterize this recession as short and shallow? If the length of it parallels the postwar average and if the amount of job losers parallels or even exceeds the postwar average, how can you label it short and shallow?

Ms. Norwood. I haven't labeled it anything. [Laughter.]

Senator Sarbanes. Let me ask you about long-term unemployed. What is the situation on the long-term unemployed?

Ms. Norwood. We have about a million people who have been unemployed for 6 months or more.

Senator Sarbanes. And how much of an increase is that?

Ms. Norwood. I can tell you in a moment. It has gone up. It certainly has gone up. It takes a little time to go through these tables. You should understand that we have probably two to three thousand series. We don't bring them all with us. But we do have this. It's important.

Mr. Plewes. At the beginning of the recession, it was 700,000. It's up 300,000 since the beginning of the recession.

Senator Sarbanes. So, it has increased almost 50 percent.

Mr. Plewes. That's correct.

Senator Sarbanes. I am very concerned that the unemployment insurance system is inadequate to the challenge of this recession, or indeed to any recession of any length and any depth. We have just been given this figure. The standard program is only for 26 weeks. We have an extended benefit program for an additional 13 weeks, but the trigger for invoking that program has been made so difficult that it has only come on in just a handful of states.

What has happened, of course, is that you have a recession in which job losers are significant in comparison with past recessions. The length of the recession has extended out well beyond the 26-week period for which people draw standard unemployment insurance, which means, of course, they then find themselves without any income support whatever in order to meet the needs confronting their families. We are now talking about people who have been working, who have been part of the work force. Otherwise, they don't even qualify for unemployment insurance. You are not talking about a part of the population that has not been engaged in work; you are talking about a part of the population that has been engaged in work, has lost their jobs, find themselves trying to come

up with a job in a recession whose depth and length is serious, not short and shallow. And then they exhaust their unemployment benefits. Do you have any figures on the exhaustion of unemployment benefits and how that compares with previous recessions?

Ms. NORWOOD. We do have the exhaustion rates for regular UI through about April, I guess. And it's about 31.8 percent. But we only have those back through about 1981. In April 1981 it was 33.4 percent. It has been as high as 40 percent. It has been as low as about 28 percent, something like that.

Mr. PLEWES. I think that the numbers of exhaustions might be more instructive than the rate now. We had—again the most recent month I have available is April—we had 294,000 exhaustions out of the regular UI. And that is significantly up from last year, about 100,000 over what it was last year on a monthly basis. That is, April of the previous year. And it's up by about 50,000 from where it was at the beginning of the year.

Senator SARBANES. It is liable to go up. For what month are you giving me that?

Mr. PLEWES. I am giving you April, sir.

Senator SARBANES. You don't have the May number?

Mr. PLEWES. No. Not on the list I have available from the unemployment insurance service here.

Senator SARBANES. What was it prior to April?

Mr. PLEWES. In March there were 261,000 exhaustees. In February, 228,000. It had been somewhat higher in January on a seasonal basis, 265,000. December, 204,000. November, 191,000.

Senator SARBANES. So, it is on its way up.

Ms. NORWOOD. Yes. Clearly.

Senator SARBANES. And it is reasonable to assume, is it not, given that the recession has continued, that that figure will rise; is that correct?

Ms. NORWOOD. Well, as the long-term unemployed increase, that figure could go up.

Senator SARBANES. As long as the extended benefits do not trigger on, they won't have available the additional 13 weeks. And they are losing these jobs. They are in a job market that is not growing, so the opportunity to find a job is not available, and they have a limited period to draw their unemployment insurance. I am not going to ask you to answer this, but my perception is that the unemployment insurance system was designed to provide a period of time to sustain people while they look for a job and, in effect, to-help carry them through a recession period, since it's very hard to find a job in a recession. By definition, people are losing their jobs instead of gaining jobs, and if the recession runs on beyond 6 months, if someone loses his job at the beginning of the recession or the first 2 or 3 months into it and it runs on for 9, 10, 11 months, they use up their benefits. They are still in an economic environment in which

there are no job opportunities, where people are losing their jobs. In fact, the unemployment rate this month is the highest it has been in 4½ years, and they are then left without any income support for their families.

Isn't that so? There is not a correlation between the length of the unemployment insurance and the length of the recession in the current circumstance, as compared with previous recessions. I won't ask you about the current one. Let's go back. Isn't it the case that in past recessions there was a closer correlation between the length of the recession and the length and availability of unemployment benefits?

Ms. NORWOOD. I don't have exact figures for that, but it is clear that extended benefits were much more in operation in earlier recessions than they have been now.

Mr. PLEWES. We have some extended benefit figures here. We have some figures from previous recessions, if you would like. For example, eight states were triggered on to extended benefits, and there were about 100,000 persons drawing extended benefits in the survey week this May. Back in the 1981 recession, there were about 335,000 persons drawing extended benefits. Back in the 1975 recession, close to 700,000.

Senator SARBANES. So, there has been a very sharp drop in the number of people in this recession drawing extended benefits, even though the recession in its length and depth at least parallels the average. It is probably more than one of those and less than the other.

Mr. PLEWES. In job loss, it's quite like the 1975 recession.

Senator SARBANES. The 1975 recession.

Ms. NORWOOD. Yes, but the 1975 recession that we are talking about was much longer than the current recession so far. So, we need to be careful about using those specific numbers. The 1975 recession was a longer recession.

Senator SARBANES. Congressman Armey?

Representative ARMEY. Thank you, Mr. Chairman.

I share your concern about this whole question about extended benefits, and I always like to remind people that it is hardly any consolation to a person treading water in 10 feet of water to know that the average depth of the lake is at 2 feet. I think we do that sort of thing here with this trigger mechanism.

Now, as I understand it, we have something like $7.2 billion in what could be called a trust fund. I always love that expression; I always wonder whom should we trust with these funds. It is sitting there and is not being released for the purpose of providing these extended benefits because of the extraordinarily rigorous trigger requirements enacted by Congress in 1981, I believe. Was it 1981, Mr. Chairman?

Senator SARBANES. Well, it was a combination of congressional action and state action at the state level that has made the application of the trigger.

I would just add one observation. Not only was there $7.2 billion in that fund at the beginning of the fiscal year, but the fund is actually building up an additional surplus in the course of this year when we are in a recession, when the purpose of the fund and the purpose of the surplus is to be available when we hit a difficult unemployment period in order to pay out those extended benefits. Not only are we not drawing down the surplus that was built up for that purpose, we are building the surplus up even further by more than $1 billion a year. --

Representative ARMEY. Well, thank you, Mr. Chairman. I mean this to me is incredible.

I know, Dr. Norwood, this is not your problem, as it were, but it is our problem in Congress.

Mr. Chairman, I would certainly be one who would be more than excited to be able to work with you to get Congress to do its duty and to alter that trigger.

Again, I want to thank you, Dr. Norwood, and your staff for your excellent professional presentation this morning.

Thank you, Mr. Chairman, for these hearings.

Ms. NORWOOD. Thank you very much.

Senator SARBANES. Commissioner, I just want to ask a couple of more questions. We have talked about women in the labor force, and it is a very interesting subject.

Ms. NORWOOD. Yes, sir.

Senator SARBANES. There was an article in the *Post* in mid-May that more and more women, particularly those with young children, would like to stop working if they could afford to. The article states, "In 1989, thirty-eight percent of all working women said they would consider giving up work indefinitely if they no longer needed the money, according to a 1990 survey by Yankelovich, Clancy and Shulman. In 1990, the percentage giving that response increased to 56 percent."

What do your participation rates for women in the labor force show you?

Ms. NORWOOD. Well, the labor force participation rate for adult women was 57.8 percent in June. I think that all that you're saying really is that women work for the same reason that men work; they work because they need the money.

Senator SARBANES. What is the highest the rate has been for the participation of women in the labor force?

Mr. PLEWES. We don't have that with us.

Senator SARBANES. Has it gone over 60 percent, do you know?

Ms. NORWOOD. Yes, I believe it has. But we will check that and see.

Senator SARBANES. Now, you expect a significantly smaller number of youths seeking summer jobs in the 16-to-24-year-old bracket; is that correct?

Ms. NORWOOD. Yes. There are fewer youths.

Senator SARBANES. Well, is that the only reason for it? My understanding was that you expect about 440,000 fewer youths in the labor force than last summer, that about two-thirds of that is on the basis of a decline in the population, that a third of it, 115,000 youths, is a decline in the labor force participation rate. Is that correct?

Ms. NORWOOD. That's right. And that is really two things: One is that some of them at least are in school more, but second it is also very much recession-related in the fact that there are fewer opportunities for them in terms of government programs and in terms of the private sector this year.

Senator SARBANES. What are their prospects for finding jobs? Is this a good or a bad year for summer jobs?

Ms. NORWOOD. It certainly has been better than we have been in, in a period of fast-rising employment.

Senator SARBANES. Have industries that normally hire large numbers of young people been more severely impacted by this recession?

Ms. NORWOOD. Retail trade has been very much hurt by this recession, as have some of the services industries, and those are the industries that have traditionally hired a lot of the young people, both in the summer and at other times of the year.

Senator SARBANES. Apparently, the participation in the labor force on the part of 16-to-24-year-olds has been declining.

Ms. NORWOOD. Yes.

Senator SARBANES. Is that correct?

Ms. NORWOOD. Yes. For some time.

Senator SARBANES. What is the reason for that?

Ms. NORWOOD. Well, as I have said, some of it is because the educational attainment has been going up, and so that has had an effect on their labor force participation. Some of it is clearly related to the state of the economy. And then depending on the groups of the population that you pick out, there are special problems; for example, for black and Hispanic youths, and others.

Senator SARBANES. Do you have breakout figures on black and Hispanic youths in particular, what they confront?

Ms. NORWOOD. You mean for summer employment?

Senator SARBANES. And also the unemployment rates among blacks and Hispanics.

Ms. NORWOOD. Well, the unemployment rates we certainly have. In fact, I have them right here. Black teenagers have an unemployment rate that is well over 30 percent. It is currently 33.5 percent, but it has been bumping along really closer to 35 percent. It is a small group of the population, so the data have a large variance. But it is clearly in the 35 percent range. It is very high. The Hispanic youths' unemployment rate is close to 25 percent.

Senator SARBANES. Commissioner, I thank you and your colleagues. I just want to close with just a few observations.

I think it is very clear by the figures this morning and as we have traced them, in my judgment at least, that this cannot in any way be labeled a short and shallow recession that we have been experiencing. The extent of job loss during this recession and the length of the recession clearly parallels the average of postwar recessions. It exceeds some, less than others.

We have now reached an unemployment rate of 6.9 percent, which is the highest we have experienced in 4½ years. If we factor in workers who have been discouraged from even seeking a job and therefore are not counted as unemployed, and workers that are working part-time who want to work full-time—in effect, are experiencing a certain degree of unemployment I guess would be the way to characterize that—we have an unemployment rate that is just shy of 10 percent, 9.8 percent.

This takes place in a situation in which the unemployment insurance system, which is the basic first line of defense against an economic downturn, is now, in my judgment, woefully inadequate.

We are replacing far less of the income in this recession than in previous recessions. Most people have only the standard benefit program available to them, which is exhausted after 26 weeks. The extended benefit program, which provides an additional 13 weeks, which could help to carry people through the recession period, give them an opportunity therefore to be seeking a job in, hopefully, a better job market, has not been used.

We have this extraordinary situation in which the trust fund for extended benefits, the fund into which employers pay and make their contributions, was $7.2 billion at the beginning of this fiscal year. We built up that trust fund for the purpose of being able to draw it down when we had a recession, make these payments. Then when better times arise, the monies flow back into the trust fund and the surplus is built back up again. To compound the situation, not only do we have a surplus that we are not drawing upon but, in fact, is building up a surplus right in the middle of the recession. It is estimated that it is going to take in another $700 million in taxes this fiscal year, that the balance will earn about $600 million in accrued interest. That is $1.3 billion added to the fund. And it is going to pay out, it is estimated, about $150 million in benefits.

Here we are in a recession, unemployment at a 4½ year high; we are not applying the extended benefits program, and the fund to pay benefits, which is more than adequate, is in fact accruing additional monies right in the middle of a recession. Literally thousands of people across the country have exhausted their benefits, have been unable to find work, and are now off the unemployment insurance rolls and unable to provide for themselves and for their families. It is a mockery of the purpose of the

unemployment insurance system. We have been trying to work here in the Congress to get it changed in order to address this issue.

Well, Commissioner, we thank you and your colleagues very much for your testimony this morning. We look forward to seeing you next month.

Ms. NORWOOD. Thank you very much.

Senator SARBANES. Thank you very much.

The hearing is adjourned.

[Whereupon, at 10:55 a.m, the Committee adjourned, subject to the call of the Chair.]

JUNE EMPLOYMENT SITUATION

FRIDAY, JULY 5, 1991

CONGRESS OF THE UNITED STATES,
JOINT ECONOMIC COMMITTEE,
Washington, DC.

The Committee met, pursuant to notice, at 9:35 a.m., in room SD–628, Dirksen Senate Office Building, Honorable Paul S. Sarbanes (chairman of the Committee) presiding.

Present: Senator Sarbanes.

Also present: Stephen A. Quick, Executive Director; William Buechner and Chris Frenze, professional staff members.

OPENING STATEMENT OF SENATOR SARBANES, CHAIRMAN

Senator SARBANES. The Committee will come to order.

On behalf of the Joint Economic Committee, I'm pleased to welcome Commissioner Janet Norwood, the Commissioner of the Bureau of Labor Statistics, and her colleagues to testify this morning on the employment and unemployment situation in June.

I must say that, in my view, the rise by one tenth of a point in the unemployment rate to 7 percent in June, the highest it's been in almost 5 years, is further confirmation that the current recession has caused considerable hardship for workers and their families, hardship that is only partially, in my view, reflected in the unemployment rate itself.

Every day, we are reading stories in the newspaper that orders are up here, things are getting better there. The focus is always on the silver lining. But the fact of the matter is that the clouds continue to darken, and the unemployment situation continues to worsen.

Part of the reason that the unemployment rate isn't worse, and I hope to develop this this morning with the Commissioner, is because an unexpectedly small number of people have been entering the labor force.

There are still more than 8 million people, however, looking for work who cannot find it. In a recent survey, the Conference Board found that one in every five American families, according to the Conference Board, had at least one member who was jobless sometime in the past year. The survey also found that half of the men and a third of the women who lost

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jobs in the last year, if they were fortunate enough to find a new job, had to settle for one that paid less than what they had previously been earning.

I am also deeply concerned that labor market hardship is likely to persist for many months, even if the economy starts to recovery, even if technically we come out of a recession. Looking at past experience, unemployment is liable to continue to go up, and we will face a situation in which the rate or the number may continue to rise.

Everyone has been saying that this is a short and shallow recession. The fact of the matter is, I think now, that it parallels in length and severity the average of postwar recessions. I, for one, think that the constant refrain of short and shallow, which is the favorite tune of the Administration about this economic situation, needs to be jettisoned, and we need to start coming to grips with the situation that exists at the grassroots across the country.

Labor market distress affects all groups but appears to be most severe among two groups: (1) young workers trying to find an initial place in the labor market, and (2) those workers who are left unemployed for long periods of time.

Nearly 1,200,000 people report being unemployed for 26 weeks or more, which is the maximum amount of time for drawing basic unemployment insurance benefits in almost every state. People exhaust their unemployment insurance benefits because they use up the 26 weeks. They then are looking for a job in a job market that is worsening. This recession has now gone on since last July. That is 11 months. If you lost your job in the first few months of the recession, by now you will have used up your 26 weeks of unemployment insurance, and you will be looking for a job in a job market that is even worse than at the time that you lost your job.

Unfortunately, we have not been able to get the Administration to move on improving the unemployment insurance benefits system. The extended benefits program has been made so difficult to bring into action that it is only applying now in a few states. The trust fund for that program is actually building up a surplus right in the middle of a recession. That trust fund has $7.2 billion in surplus on October 1 of last year. And in the course of the current fiscal year, it is estimated it will add about another billion dollars to the surplus, right in the middle of a recession.

Now, of course, the purpose of building up a surplus in good times is to use it in bad times, which is exactly what we have been passing through, in order to ease the strain and stress and pressure on working people all across the country, who unfortunately have lost their jobs. More than a million people in California alone are unemployed. And in my own state of Maryland, where the unemployment rate is actually below the national average, thankfully, we still have 150,000 people looking for work.

So, I have to say this morning, as we now turn to the Commissioner to hear the report, that I am deeply concerned about this unemployment situation. I think the Nation is being mesmerized by the short and shallow characterization, which I have in fact contested from the very beginning of this year. I think it is inaccurate. I think the progress of this recession has proven it to be inaccurate. I think it is being used in effect to preclude taking action in order to address this situation, and particularly doing something with respect to unemployment insurance, so that millions of Americans across the country do not find themselves without any way to support their family, or to meet this economic downturn; particularly, when the trust fund for that very purpose not only has a surplus, but is building up an even additional surplus right in the middle of a recession.

Now Commissioner, that doesn't really address your report, but when I heard the figure this morning that we have now gone to 7 percent, that is an increase from 5.3 percent last June. In other words, just over a year ago, the unemployment rate was 5.3 percent. It is now risen to 7 percent. That is an increase of almost one-third in the unemployment rate in one year's time, and the 7 percent unemployment rate is, I believe, the worst it has been since October of 1986, which is just under 5 years ago.

With that, by way of an opening statement, Commissioner, we would be pleased to hear your report this morning.

STATEMENT OF DR. JANET NORWOOD, COMMISSIONER, BUREAU OF LABOR STATISTICS, DEPARTMENT OF LABOR, ACCOMPANIED BY THOMAS PLEWES, ASSOCIATE COMMISSIONER, OFFICE OF EMPLOYMENT AND UNEMPLOYMENT STATISTICS; AND PAUL ARMKNECHT, ASSISTANT COMMISSIONER, OFFICE OF CONSUMER PRICES AND PRICE INDEXES

Ms. NORWOOD. Thank you very much, Mr. Chairman.

I have with me this morning Paul Armknecht on my right, who is our assistant commissioner for consumer prices, and Tom Plewes, who is our associate commissioner for employment and unemployment analysis.

We're really very pleased to be here.

Employment and unemployment were little changed from May to June, although hours of work increased. The civilian unemployment rate was 7.0 percent, about the same as in May, but somewhat higher than earlier in the year.

As the weather improves in June and schools close for the summer, the number of jobs usually increases significantly. This year the increase of nearly 500,000 just about met the normal seasonal movement, and thus, after seasonal adjustment, payroll employment remained very close to the May level.

The services industry, however, did have a gain in payroll employment even after seasonal adjustment. The June increase of 70,000 was in fact the largest since last August. Employment gains in the industry were led

by health services, the industry, which you know, continued to grow throughout the current recession.

Perhaps more important, another small increase occurred in employment and business services, an industry whose fortune is closely related to overall economic conditions.

In contrast, factory payrolls dropped by 60,000 jobs in June. Hardest hit were the industries involved in defense production and transportation equipment, which for sometime now has managed its inventories of automobiles by changing employment levels.

But manufacturing also provided some positive news in June, an expansion of the work week. With increases in the last 2 months, both average weekly hours and overtime hours in the industry have now climbed to their highest level since last fall. In fact, aggregate hours, which include the effect of both employment and hours, rose in June, both for the manufacturing industry and for the economy as a whole. This suggests that employers may be expanding hours rather than hiring more workers until economic conditions become more clear.

Outside the services and manufacturing industries, payroll employment has changed very little in each of the last 2 months. For some industries, such as construction and retail trade, this leveling off of employment declines is a clear departure from the trend at the beginning of the year when large numbers of jobs were lost. The easing of job losses has slowed, but not yet reversed the upward trend in unemployment.

Following major increases in the first 3 months of the year, both the level and the rate of unemployment have risen only slightly in recent months. This upward drift is directly associated with the movement in the number of job losers. In the first 3 months of the year, the number of persons unemployed because of job loss, rather than because they were job leavers or entrants to the labor force, rose by about 900,000. Since March, the number of job losers has increased by only 170,000.

The number of short-term unemployed, those who have been looking for work for less than 5 weeks, declined to 3.4 million in June. In contrast, the long-term unemployed, those jobless for more than 15 weeks, has risen to nearly 2.6 million.

Senator SARBANES. Could I just interrupt you there, Commissioner?

Ms. NORWOOD. Yes, surely.

Senator SARBANES. I want to make sure I understand this. The number of short-term unemployed, which is defined as those looking for work less than five weeks, has declined. Is that correct?

Ms. NORWOOD. That's right.

Senator SARBANES. But the number of long-term unemployed——

Ms. NORWOOD. Has increased.

Senator SARBANES. ——those looking for jobs for over 15 weeks, has increased. Is that right?

Ms. NORWOOD. That's right.

Senator SARBANES. And they are up now to 29 percent of the total unemployed. Is that a high figure in terms of how many long-term unemployed there would be in a recession period, the 29 percent figure?

Ms. NORWOOD. Well, it's quite high certainly. And as you know, declines in the number of long-term unemployed lag any changes in the business cycle because, as the least experienced workers, they are typically the last to be rehired. They're usually the least experienced. They're fired first and they're called back to work last.

Senator SARBANES. Is it fair to conclude that the amount of suffering that workers and their families are experiencing is on the rise, if one presumes that you experience more suffering if you've been unemployed for a long time rather than if you've been unemployed for a short time.

Ms. NORWOOD. It's clear that the number of those who have been out of work for several months is continuing to get larger, and obviously the longer one is out of work, the more hardship there is likely to be.

Senator SARBANES. Well, why don't you go on.

Ms. NORWOOD. All right. The household survey showed several other signs of improvement in June. One of the most important is that the number of persons working part-time for economic reasons fell in June for the second month in a row. At 5.7 million, this group is now about 450,000 lower than it was in April. The number of discouraged workers—those who want to work, but are not looking because they feel there are no jobs available—was unchanged in the second quarter. Since the start of the recession, this group has risen by only 150,000, less than a third of the increase at the equivalent point in the 1981-82 recession. In summary, the June data point to a labor market that has stopped deteriorating. Employment has leveled off following the substantial declines that occurred earlier in the year. The work week has risen. And unemployment showed little change over the month.

We'd be glad to try to answer any questions you have.

[The table attached to Mr. Norwood's statement, together with the Employment Statement press release, follows:]

Unemployment rates of all civilian workers by alternative seasonal adjustment methods

Month and year	Unad-justed rate	X-11 ARIMA method						X-11 method (official method before 1980)	Range (cols. 2-8)
		Official procedure	Concurrent (as first computed)	Concurrent (revised)	Stable	Total	Residual		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1990								.	
June.........	5.3	5.3	5.3	5.2	5.2	5.3	5.2	5.2	.1
July.........	5.5	5.5	5.5	5.5	5.4	5.5	5.4	5.5	.1
August.......	5.4	5.6	5.6	5.6	5.6	5.6	5.6	5.6	−
September....	5.5	5.7	5.7	5.7	5.7	5.7	5.7	5.7	−
October......	5.4	5.7	5.7	5.8	5.7	5.7	5.7	5.7	.1
November....	5.8	5.9	5.9	5.9	6.0	5.9	5.9	5.9	.1
December....	5.9	6.1	6.1	6.1	6.1	6.1	6.1	6.1	−
1991									
January.....	7.0	6.2	6.2	6.2	6.3	6.2	6.3	6.2	.1
February....	7.2	6.5	6.5	6.5	6.6	6.6	6.6	6.5	.1
March.......	7.1	6.8	6.8	6.7	6.8	6.9	7.0	6.8	.3
April.......	6.5	6.6	6.6	6.6	6.6	6.6	6.5	6.6	.1
May.........	6.6	6.9	6.8	6.8	6.9	6.9	6.9	6.9	.1
June........	6.9	7.0	6.9	6.9	6.8	6.9	6.9	6.9	.2

SOURCE: U.S. DEPARTMENT OF LABOR
Bureau of Labor Statistics
July 1991

(1) Unadjusted rate. Unemployment rate for all civilian workers, not seasonally adjusted.

(2) Official procedure (X-11 ARIMA method). The published seasonally adjusted rate for all civilian workers. Each of the 3 major civilian labor force components—agricultural employment, nonagricultural employment and unemployment—for 4 age-sex groups—males and females, ages 16-19 and 20 years and over—are seasonally adjusted independently using data from January 1975 forward. The data series for each of these 12 components are extended by a year at each end of the original series using ARIMA (Auto-Regressive, Integrated, Moving Average) models chosen specifically for each series. Each extended series is then seasonally adjusted with the X-11 portion of the X-11 ARIMA program. The 4 teenage unemployment and nonagricultural employment components are adjusted with the additive adjustment model, while the other components are adjusted with the multiplicative model. The unemployment rate is computed by summing the 4 seasonally adjusted unemployment components and calculating that total as a percent of the civilian labor force total derived by summing all 12 seasonally adjusted components. All the seasonally adjusted series are revised at the end of each year. Extrapolated factors for January-June are computed at the beginning of each year; extrapolated factors for July-December are computed in the middle of the year after the June data become available. Each set of 6-month factors are published in advance, in the January and July issues, respectively, of Employment and Earnings.

(3) Concurrent (as first computed, X-11 ARIMA method). The official procedure for computation of the rate for all civilian workers using the 12 components is followed except that extrapolated factors are not used at all. Each component is seasonally adjusted with the X-11 ARIMA program each month as the most recent data become available. Rates for each month of the current year are shown as first computed; they are revised only once each year, at the end of the year when data for the full year become available. For example, the rate for January 1985 would be based, during 1985, on the adjustment of data from the period January 1975 through January 1985.

(4) Concurrent (revised, X-11 ARIMA method). The procedure used is identical to (3) above, and the rate for the current month (the last month displayed) will always be the same in the two columns. However, all previous months are subject to revision each month based on the seasonal adjustment of all the components with data through the current month.

(5) Stable (X-11 ARIMA method). Each of the 12 civilian labor force components is extended using ARIMA models as in the official procedure and then run through the X-11 part of the program using the stable option. This option assumes that seasonal patterns are basically constant from year-to-year and computes final seasonal factors as unweighted averages of all the seasonal-irregular components for each month across the entire span of the period adjusted. As in the official procedure, factors are extrapolated in 6-month intervals and the series are revised at the end of each year. The procedure for computation of the rate from the seasonally adjusted components is also identical to the official procedure.

(6) Total (X-11 ARIMA method). This is one alternative aggregation procedure, in which total unemployment and civilian labor force levels are extended with ARIMA models and directly adjusted with multiplicative adjustment models in the X-11 part of the program. The rate is computed by taking seasonally adjusted total unemployment as a percent of seasonally adjusted total civilian labor force. Factors are extrapolated in 6-month intervals and the series revised at the end of each year.

(7) Residual (X-11 ARIMA method). This is another alternative aggregation method, in which total civilian employment and civilian labor force levels are extended using ARIMA models and then directly adjusted with multiplicative adjustment models. The seasonally adjusted unemployment level is derived by subtracting seasonally adjusted employment from seasonally adjusted labor force. The rate is then computed by taking the derived unemployment level as a percent of the labor force level. Factors are extrapolated in 6-month intervals and the series revised at the end of each year.

(8) X-11 method (official method before 1980). The method for computation of the official procedure is used except that the series are not extended with ARIMA models and the factors are projected in 12-month intervals. The standard X-11 program is used to perform the seasonal adjustment.

Methods of Adjustment: The X-11 ARIMA method was developed at Statistics Canada by the Seasonal Adjustment and Times Series Staff under the direction of Estela Bee Dagum. The method is described in The X-11 ARIMA Seasonal Adjustment Method, by Estela Bee Dagum, Statistics Canada Catalogue No. 12-564E, February 1980.

The standard X-11 method is described in X-11 Variant of the Census Method II Seasonal Adjustment Program, by Julius Shiskin, Allan Young and John Musgrave (Technical Paper No. 15, Bureau of the Census, 1967).

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News

THE EMPLOYMENT SITUATION: JUNE 1991

The nation's employment situation was little changed in June, the Bureau of Labor Statistics of the U.S. Department of Labor reported today. The unemployment rate was 7.0 percent, little different from the May level of 6.9 percent. Nonfarm payroll employment was essentially unchanged over the month. Although manufacturing experienced job declines, the factory workweek showed a strong increase for the second straight month.

Unemployment (Household Survey Data)

The number of unemployed persons totaled 8.7 million in June, and the unemployment rate was 7.0 percent; both were little changed from May levels. Since the start of the recession last July, the number of unemployed workers has risen by nearly 2 million and the jobless rate has increased by 1.5 percentage points. The pace of these increases has slowed markedly in recent months. (See table A-1.)

Jobless rates for all major worker groups were essentially the same as in May. June rates were 6.6 percent for adult men, 5.9 percent for adult women, 19.2 percent for teenagers, 6.2 percent for whites, 13.1 percent for blacks, and 9.8 percent for Hispanics. Whereas overall unemployment increases have been modest since March, unemployment rates of black adults have continued to rise. (See tables A-1 and A-2.)

The number of unemployed persons who had lost their last jobs, at 4.9 million, has risen by 1.7 million since last July. Job losers now comprise 55 percent of the total unemployed, up from 47 percent in July. Long-term unemployment (15 weeks and over) rose by 340,000 in June and, as a percent of the total unemployed, has risen 7 percentage points over the past year to 29 percent. The over-the-month increase in long-term unemployment was countered by a decline in the number of newly unemployed--those jobless for less than 5 weeks. (See tables A-5 and A-6.)

Total Employment and the Labor Force (Household Survey Data)

Total employment edged up to 116.9 million in June, following a very large loss in May. The June figure was about the same as in the beginning of the year, after exhibiting erratic movements in the interim. The percentage of the working-age population that is employed (the employment-population ratio) was 61.6 percent in June and has not changed appreciably thus far in 1991. (See table A-1.)

The civilian labor force rose by 400,000 over the month to 125.6 million. The underlying trend has been one of very modest growth; over the past year, the labor force rose by 750,000, an increase of only 0.6

Table A. Major indicators of labor market activity, seasonally adjusted

Category	Quarterly averages 1991		Monthly data 1991			May-June change
	I	II	Apr.	May	June	
HOUSEHOLD DATA	Thousands of persons					
Civilian labor force...	125,013	125,511	125,672	125,232	125,629	397
Employment..........	116,865	116,958	117,398	116,591	116,884	293
Unemployment........	8,149	8,553	8,274	8,640	8,745	105
Not in labor force....	64,099	64,012	63,708	64,291	64,039	-252
Discouraged workers.	997	981	N.A.	N.A.	N.A.	N.A.
	Percent of labor force					
Unemployment rates:						
All workers.........	6.5	6.8	6.6	6.9	7.0	0.1
Adult men.........	6.1	6.4	6.2	6.5	6.6	.1
Adult women.......	5.5	5.7	5.5	5.8	5.9	.1
Teenagers.........	18.0	18.8	18.1	19.1	19.2	.1
White.............	5.8	6.0	5.8	6.1	6.2	.1
Black.............	12.1	12.9	12.6	13.0	13.1	.1
Hispanic origin...	9.7	9.5	9.0	9.7	9.8	.1
ESTABLISHMENT DATA	Thousands of jobs					
Nonfarm employment....	109,160	p108,799	108,736	p108,855	p108,805	p-50
Goods-producing.....	24,032	p23,796	23,794	p23,833	p23,762	p-71
Service-producing...	85,128	p85,002	84,942	p85,022	p85,043	p21
	Hours of work					
Average weekly hours:						
Total private.......	34.2	p34.3	34.0	p34.3	p34.5	p0.2
Manufacturing.......	40.3	p40.5	40.2	p40.4	p40.8	p.4
Overtime..........	3.3	p3.5	3.3	p3.4	p3.7	p.3

N.A.=not available.   p=preliminary.

percent. The labor force participation rate, at 66.2 percent, was down 0.2 percentage point from a year earlier. (See table A-1.)

Discouraged Workers (Household Survey Data)

The number of discouraged workers--those who would like to have a job but are not looking for one because they think their search would be in vain--averaged 980,000, seasonally adjusted, in the April-June quarter. This was about unchanged from the previous quarter and only about 100,000 higher than a year earlier. In the 1981-82 recession, the number of such workers had exhibited a much greater rise. (See table A-11.)

Industry Payroll Employment (Establishment Survey Data)

Nonfarm payroll employment was essentially unchanged in June, following a modest increase in May. The pattern over the past 2 months has thus been in sharp contrast to the January-April period, when the number of payroll jobs had declined by an average of 220,000 a month. (See table B-1.)

Manufacturing jobs decreased by 60,000 in June, after increasing slightly in May. Most of this decline was in durable goods manufacturing, especially transportation equipment, electronic equipment, industrial machinery, and instruments. In nondurable goods manufacturing, printing and publishing showed the only large job decline.

Employment in construction was about unchanged in June at 4.7 million, following some improvement in May. Mining employment continued its moderate slide; about 15,000 jobs have been lost during the past year, largely in the coal industry.

In the service-producing sector, employment in the services industry rose for the second month in a row, following 3 months of little change. The June increase was led by a 40,000 gain in health services and continued growth in business services. In contrast, after holding steady in May, employment in wholesale trade fell by about 15,000 in June, resuming its 2-year downtrend. Employment in retail trade and other industries in the service-producing sector was little changed in June.

Weekly Hours (Establishment Survey Data)

The average workweek for production or nonsupervisory workers on private nonfarm payrolls increased by 0.2 hour in June to 34.5 hours, seasonally adjusted. The workweek in manufacturing rose by a very robust 0.4 hour over the month to 40.8 hours, and factory overtime increased by 0.3 hour to 3.7 hours. All of these gains followed increases in the prior month. (See table B-2.)

As a result of the workweek increases, the index of aggregate weekly hours of private production or nonsupervisory workers rose by 0.5 percent to 121.7 (1982=100) in June, seasonally adjusted. The index for manufacturing increased by 0.9 percent to 102.0. (See table B-5.)

Hourly and Weekly Earnings (Establishment Survey Data)

Average hourly earnings of private production or nonsupervisory workers increased by 0.6 percent in June to $10.38, seasonally adjusted. This followed increases of 0.4 percent in each of the prior 2 months. Average weekly earnings increased by 1.2 percent in June to $358.11. Prior to seasonal adjustment, average hourly earnings edged up by 2 cents and average weekly earnings were up by $5.85. Over the year, average hourly earnings increased by 3.6 percent and average weekly earnings by 3.3 percent. (See tables B-3 and B-4.)

Changes in Data Presentation

As announced last month, publication of labor force estimates which include the resident Armed Forces has beer discontinued in this news release. One of the measures which includes the resident Armed Forces, the overall unemployment rate, continues to be included in the range of unemployment measures based on varying definitions of unemployment and the labor force (table A-7). Series incorporating the resident Armed Forces continue to be available monthly in the BLS publication, Employment and Earnings.

The Employment Situation for July 1991 will be released on Friday, August 2, at 8:30 A.M. (EDT).

Explanatory Note

This news release presents statistics from two major surveys, the Current Population Survey (household survey) and the Current Employment Statistics Survey (establishment survey). The household survey provides the information on the labor force, employment, and unemployment that appears in the A tables, marked HOUSEHOLD DATA. It is a sample survey of about 60,000 households that is conducted by the Bureau of the Census with most of the findings analyzed and published by the Bureau of Labor Statistics (BLS).

The establishment survey provides the information on the employment, hours, and earnings of workers on nonfarm payrolls that appears in the B tables, marked ESTABLISHMENT DATA. This information is collected from payroll records by BLS in cooperation with State agencies. The sample includes over 350,000 establishments employing over 41 million people.

For both surveys, the data for a given month are actually collected for and relate to a particular week. In the household survey, unless otherwise indicated, it is the calendar week that contains the 12th day of the month, which is called the survey week. In the establishment survey, the reference week is the pay period including the 12th, which may or may not correspond directly to the calendar week.

The data in this release are affected by a number of technical factors, including definitions, survey differences, seasonal adjustments, and the inevitable variance in results between a survey of a sample and a census of the entire population. Each of these factors is explained below.

Coverage, definitions, and differences between surveys

The sample households in the household survey are selected so as to reflect the entire civilian noninstitutional population 16 years of age and older. Each person in a household is classified as employed, unemployed, or not in the labor force. Those who hold more than one job are classified according to the job at which they worked the most hours.

People are classified as *employed* if they did any work at all as paid civilians; worked in their own business or profession or on their own farm; or worked 15 hours or more in an enterprise operated by a member of their family, whether they were paid or not. People are also counted as employed if they were on unpaid leave because of illness, bad weather, labor-management disputes, or personal reasons.

People are classified as *unemployed*, regardless of their eligibility for unemployment benefits or public assistance, if they meet all of the following criteria: They had no employment during the survey week; they were available for work at that time; and they made specific efforts to find employment sometime during the prior 4 weeks. Persons laid off from their former jobs and awaiting recall and those expecting to report to a job within 30 days need not be looking for work to be counted as unemployed.

The civilian labor force equals the sum of the number employed and the number unemployed. The *unemployment rate* is the number unemployed as a percent of the civilian labor force. Table A-7 presents a special grouping of seven measures of unemployment based on varying definitions of unemployment and the labor force. The definitions are provided in the table. The most restrictive definition yields U-1 and the most comprehensive yields U-7. The civilian worker unemployment rate is U-5b, while U-5a, the overall unemployment rate, includes the resident Armed Forces in the labor force base.

Unlike the household survey, the establishment survey only counts wage and salary employees whose names appear on the payroll records of nonfarm firms. As a result, there are many differences between the two surveys, among which are the following:

● The household survey, although based on a smaller sample, reflects a larger segment of the population; the establishment survey excludes agriculture, the self-employed, unpaid family workers, and private household workers;

● The household survey includes people on unpaid leave among the employed; the establishment survey does not;

● The household survey is limited to those 16 years of age and older; the establishment survey is not limited by age;

● The household survey has no duplication of individuals, because each individual is counted only once; in the establishment survey, employees working at more than one job or otherwise appearing on more than one payroll would be counted separately for each appearance.

Other differences between the two surveys are described in "Comparing Employment Estimates from Household and Payroll Surveys," which may be obtained from BLS upon request.

Seasonal adjustment

Over the course of a year, the size of the nation's labor force and the levels of employment and unemployment undergo sharp fluctuations due to such seasonal events as changes in weather, reduced or expanded production, harvests, major holidays, and the opening and closing of schools. For example, the labor force increases by a large number each June, when schools close and many young people enter the job market. The effect of such seasonal variation can be very large; over the course of a year, for example, seasonality may account for as much as 95 percent of the month-to-month changes in unemployment.

Because these seasonal events follow a more or less regular pattern each year, their influence on statistical trends can be eliminated by adjusting the statistics from month to month. These adjustments make nonseasonal developments, such as declines in economic activity or increases in the participation of women in the labor force, easier to spot. To return to the school's-out example, the large number of people entering the labor force each June is likely to obscure any other changes that have taken place since May, making it difficult to determine if the level of economic activity has risen or declined. However, because the effect of students finishing school in previous years is known, the statistics for the current year can be adjusted to allow for a comparable

change Insofar as the seasonal adjustment is made correctly, the adjusted figure provides a more useful tool with which to analyze changes in economic activity

Measures of labor force, employment, and unemployment contain components such as age and sex. Statistics for all employees, production workers, average weekly hours, and average hourly earnings include components based on the employer's industry All these statistics can be seasonally adjusted either by adjusting the total or by adjusting each of the components and combining them The second procedure usually yields more accurate information and is therefore followed by BLS. For example, the seasonally adjusted figure for the civilian labor force is the sum of eight seasonally adjusted employment components and four seasonally adjusted unemployment components; the total for unemployment is the sum of the four unemployment components; and the unemployment rate is derived by dividing the resulting estimate of total unemployment by the estimate of the civilian labor force.

The numerical factors used to make the seasonal adjustments are recalculated twice a year. For the household survey, the factors are calculated for the January-June period and again for the July-December period. For the establishment survey, updated factors for seasonal adjustment are calculated for the May-October period and introduced along with new benchmarks, and again for the November-April period. In both surveys, revisions to historical data are made once a year

Sampling variability

Statistics based on the household and establishment surveys are subject to sampling error, that is, the estimate of the number of people employed and the other estimates drawn from these surveys probably differ from the figures that would be obtained from a complete census, even if the same questionnaires and procedures were used. In the household survey, the amount of the differences can be expressed in terms of standard errors. The numerical value of a standard error depends upon the size of the sample, the results of the survey, and other factors. However, the numerical value is always such that the chances are approximately 68 out of 100 that an estimate based on the sample will differ by no more than the standard error from the results of a complete census. The chances are approximately 90 out of 100 that an estimate based on the sample will differ by no more than 1.6 times the standard error from the results of a complete census. At approximately the 90-percent level of confidence--the confidence limits used by BLS in its analyses--the error for the monthly change in total employment is on the order of plus or minus 358,000; for total unemployment it is 224,000; and, for the civilian worker unemployment rate, it is

0 19 percentage points These figures do not mean that the sample results are off by these magnitudes but, rather, that the chances are approximately 90 out of 100 that the "true" level or rate would not be expected to differ from the estimates by more than these amounts

Sampling errors for monthly surveys are reduced when the data are cumulated for several months, such as quarterly or annually Also, as a general rule, the smaller the estimate, the larger the sampling error Therefore, relatively speaking, the estimate of the size of the labor force is subject to less error than is the estimate of the number unemployed. And, among the unemployed, the sampling error for the jobless rate of adult men, for example, is much smaller than is the error for the jobless rate of teenagers. Specifically, the error on monthly change in the jobless rate for men is .25 percentage point; for teenagers, it is 1.29 percentage points.

In the establishment survey, estimates for the most current 2 months are based on incomplete returns; for this reason, these estimates are labeled preliminary in the tables. When all the returns in the sample have been received, the estimates are revised. In other words, data for the month of September are published in preliminary form in October and November and in final form in December. To remove errors that build up over time, a comprehensive count of the employed is conducted each year. The results of this survey are used to establish new benchmarks--comprehensive counts of employment--against which month-to-month changes can be measured. The new benchmarks also incorporate changes in the classification of industries and allow for the formation of new establishments.

Additional statistics and other information

In order to provide a broad view of the nation's employment situation, BLS regularly publishes a wide variety of data in this news release More comprehensive statistics are contained in *Employment and Earnings*, published each month by BLS. It is available for $9.50 per issue or $29.00 per year from the U.S. Government Printing Office, Washington, DC 20204. A check or money order made out to the Superintendent of Documents must accompany all orders

Employment and Earnings also provides approximations of the standard errors for the household survey data published in this release. For unemployment and other labor force categories, the standard errors appear in tables B through J of its "Explanatory Notes." Measures of the reliability of the data drawn from the establishment survey and the actual amounts of revision due to benchmark adjustments are provided in tables M, O, P, and Q of that publication.

Table A-1. Employment status of the civilian population by sex and age

(Numbers in thousands)

Employment status, sex, and age	Not seasonally adjusted			Seasonally adjusted[1]					
	June 1990	May 1991	June 1991	June 1990	Feb 1991	Mar 1991	Apr 1991	May 1991	June 1991
TOTAL									
Civilian noninstitutional population	187,977	189,522	189,668	187,977	189,115	189,243	189,380	189,522	189,668
Civilian labor force	126,307	124,857	127,054	124,797	125,076	125,326	125,672	125,232	125,829
Participation rate	67.2	65.9	67.0	66.4	66.1	66.2	66.4	66.1	63.2
Employed	119,605	116,624	118,280	118,237	116,918	116,754	117,398	116,591	116,884
Employment-population ratio	63.6	61.5	62.4	62.9	61.8	61.7	62.0	61.5	61.6
Agriculture	3,714	3,431	3,749	3,279	3,222	3,098	3,156	3,272	3,308
Nonagricultural industries	115,891	113,194	114,531	114,958	113,696	113,656	114,243	113,319	113,576
Unemployed	6,702	8,233	8,774	6,560	8,158	8,572	8,274	8,640	8,745
Unemployment rate	5.3	6.6	6.9	5.3	6.5	6.8	6.6	6.9	7.0
Not in labor force	61,670	64,665	62,614	63,180	64,039	63,917	63,708	64,291	64,039
Men, 16 years and over									
Civilian noninstitutional population	89,622	90,417	90,494	89,622	90,211	90,273	90,342	90,417	90,494
Civilian labor force	69,302	68,183	69,545	68,144	68,310	68,494	68,545	68,401	68,448
Participation rate	77.3	75.4	76.9	76.0	75.7	75.9	75.9	75.7	75.8
Employed	65,709	63,499	64,659	64,499	63,604	63,532	63,802	63,443	63,406
Employment-population ratio	73.3	70.2	71.5	72.0	70.5	70.4	70.6	70.2	70.1
Unemployed	3,593	4,684	4,886	3,645	4,706	4,962	4,743	4,957	5,043
Unemployment rate	5.2	6.9	7.0	5.3	6.9	7.2	6.9	7.2	7.4
Men, 20 years and over									
Civilian noninstitutional population	82,676	83,636	83,748	82,676	83,392	83,466	83,567	83,636	83,748
Civilian labor force	64,808	64,650	65,298	64,342	64,577	64,735	64,957	64,741	64,807
Participation rate	78.4	77.3	78.0	77.8	77.4	77.6	77.7	77.4	77.5
Employed	61,979	60,721	61,351	61,294	60,533	60,551	60,905	60,556	60,625
Employment-population ratio	75.0	72.6	73.3	74.1	72.6	72.5	72.9	72.4	72.4
Agriculture	2,563	2,475	2,640	2,369	2,315	2,255	2,328	2,368	2,436
Nonagricultural industries	59,417	58,246	58,711	58,925	58,217	58,296	58,577	58,188	58,187
Unemployed	2,829	3,929	3,947	3,048	4,044	4,184	4,052	4,184	4,212
Unemployment rate	4.4	6.1	6.0	4.7	6.3	6.5	6.2	6.5	6.6
Women, 16 years and over									
Civilian noninstitutional population	98,355	99,105	99,174	98,355	98,904	98,970	99,038	99,105	99,174
Civilian labor force	57,005	56,674	57,509	56,653	56,766	56,832	57,127	56,831	57,181
Participation rate	58.0	57.2	58.0	57.6	57.4	57.4	57.7	57.3	57.7
Employed	53,896	53,125	53,621	53,738	53,314	53,222	53,596	53,148	53,479
Employment-population ratio	54.8	53.6	54.1	54.6	53.9	53.8	54.1	53.6	53.9
Unemployed	3,109	3,548	3,887	2,915	3,452	3,610	3,531	3,683	3,702
Unemployment rate	5.5	6.3	6.8	5.1	6.1	6.4	6.2	6.5	6.5
Women, 20 years and over									
Civilian noninstitutional population	91,495	92,454	92,546	91,495	92,198	92,273	92,358	92,454	92,546
Civilian labor force	52,884	53,494	53,634	53,107	53,284	53,359	53,634	53,480	53,883
Participation rate	57.8	57.9	58.0	58.0	57.8	57.8	58.1	57.8	58.2
Employed	50,491	50,508	50,520	50,675	50,404	50,323	50,895	50,363	50,723
Employment-population ratio	55.2	54.8	54.6	55.4	54.7	54.5	54.9	54.5	54.8
Agriculture	766	879	716	641	675	607	623	633	617
Nonagricultural industries	45,726	49,830	49,805	50,014	49,729	49,716	50,072	49,731	50,106
Unemployed	2,393	2,986	3,113	2,432	2,831	3,035	2,939	3,117	3,160
Unemployment rate	4.5	5.6	5.8	4.6	5.4	5.7	5.5	5.8	5.9
Both sexes, 16 to 19 years									
Civilian noninstitutional population	13,806	13,432	13,374	13,806	13,525	13,504	13,455	13,432	13,374
Civilian labor force	8,614	6,713	8,122	7,348	7,215	7,232	7,081	7,011	6,850
Participation rate	62.4	50.0	60.7	53.2	53.3	53.6	52.6	52.2	51.2
Employed	7,134	5,396	6,409	6,268	5,982	5,879	5,798	5,872	5,537
Employment-population ratio	51.7	40.2	47.9	45.4	44.2	43.5	43.1	42.2	41.4
Agriculture	386	277	393	249	232	235	204	271	254
Nonagricultural industries	6,749	5,118	6,015	6,019	5,750	5,644	5,594	5,401	5,283
Unemployed	1,480	1,318	1,713	1,080	1,233	1,353	1,283	1,339	1,313
Unemployment rate	17.2	19.6	21.1	14.7	17.1	18.7	18.1	19.1	19.2

[1] The population figures are not adjusted for seasonal variation; therefore, identical numbers appear in the unadjusted and seasonally adjusted columns.

Table A-2. Employment status of the civilian population by race, sex, age, and Hispanic origin

(Numbers in thousands)

Employment status, race, sex, age, and Hispanic origin	Not seasonally adjusted			Seasonally adjusted[1]					
	June 1990	May 1991	June 1991	June 1990	Feb 1991	Mar 1991	Apr 1991	May 1991	June 1991
WHITE									
Civilian noninstitutional population	160,365	161,357	161,449	160,365	161,097	161,179	161,264	161,357	161,449
Civilian labor force	108,528	107,285	108,991	107,184	107,432	107,488	107,678	107,491	107,745
Participation rate	67.7	66.5	67.5	66.8	66.7	66.7	66.8	66.6	66.7
Employed	103,638	101,018	102,356	102,332	101,141	100,870	101,455	100,944	101,046
Employment-population ratio	64.6	62.6	63.4	63.8	62.8	62.6	62.9	62.8	62.6
Unemployed	4,890	6,266	6,635	4,852	6,291	6,617	6,223	6,547	6,699
Unemployment rate	4.5	5.8	6.1	4.5	5.9	6.2	5.8	6.1	6.2
Men, 20 years and over									
Civilian labor force	56,345	56,207	56,639	55,890	56,000	56,151	56,310	56,210	56,267
Participation rate	78.9	77.9	78.4	78.2	77.8	77.9	78.1	77.9	77.9
Employed	54,240	53,184	53,598	53,611	52,801	52,828	53,179	53,025	52,962
Employment-population ratio	75.9	73.7	74.2	75.0	73.3	73.3	73.7	73.5	73.3
Unemployed	2,104	3,023	3,040	2,279	3,198	3,323	3,131	3,185	3,304
Unemployment rate	3.7	5.4	5.4	4.1	5.7	5.9	5.6	5.7	5.9
Women, 20 years and over									
Civilian labor force	44,821	45,253	45,393	44,982	45,211	45,186	45,304	45,242	45,572
Participation rate	57.6	57.7	57.8	57.8	57.8	57.7	57.8	57.7	58.0
Employed	43,076	43,061	43,083	43,200	43,019	42,892	43,169	42,932	43,213
Employment-population ratio	55.4	54.9	54.9	55.5	55.0	54.8	55.1	54.7	55.0
Unemployed	1,745	2,192	2,310	1,782	2,192	2,294	2,136	2,310	2,360
Unemployment rate	3.9	4.8	5.1	4.0	4.8	5.1	4.7	5.1	5.2
Both sexes, 16 to 19 years									
Civilian labor force	7,362	5,825	6,960	6,312	6,222	6,151	6,064	6,039	5,906
Participation rate	66.3	54.3	65.1	57.3	56.8	57.1	56.4	56.3	55.3
Employed	6,322	4,774	5,675	5,521	5,321	5,150	5,108	4,987	4,871
Employment-population ratio	56.9	44.5	53.1	49.7	49.2	47.8	47.5	46.5	45.6
Unemployed	1,040	1,051	1,285	791	901	1,001	956	1,052	1,035
Unemployment rate	14.1	18.0	18.5	12.5	14.5	16.3	15.8	17.4	17.5
Men	13.8	19.4	19.4	13.4	15.4	18.6	16.9	19.3	19.9
Women	14.4	16.8	17.5	11.6	13.4	13.7	14.7	15.4	14.9
BLACK									
Civilian noninstitutional population	21,289	21,565	21,595	21,289	21,493	21,518	21,541	21,569	21,595
Civilian labor force	13,652	13,394	13,761	13,488	13,421	13,610	13,870	13,472	13,613
Participation rate	64.1	62.1	63.7	63.4	62.4	63.3	63.5	62.5	63.0
Employed	12,118	11,698	11,914	12,044	11,839	11,934	11,948	11,727	11,837
Employment-population ratio	56.9	54.2	55.2	56.6	55.1	55.5	55.5	54.4	54.8
Unemployed	1,534	1,696	1,847	1,444	1,582	1,675	1,722	1,745	1,777
Unemployment rate	11.2	12.7	13.4	10.7	11.8	12.3	12.6	13.0	13.1
Men, 20 years and over									
Civilian labor force	6,325	6,269	6,413	6,298	6,366	6,395	6,418	6,265	6,399
Participation rate	74.4	72.7	74.1	74.1	73.9	74.1	74.2	72.8	73.9
Employed	5,742	5,497	5,640	5,688	5,649	5,672	5,647	5,475	5,584
Employment-population ratio	67.5	63.7	65.1	66.9	65.6	65.7	65.3	63.5	64.5
Unemployed	583	772	773	610	717	723	769	790	815
Unemployment rate	9.2	12.3	12.1	9.7	11.3	11.3	12.0	12.8	12.7
Women, 20 years and over									
Civilian labor force	6,320	6,431	6,423	6,377	6,296	6,388	6,478	6,459	6,483
Participation rate	59.4	59.5	59.3	59.9	58.4	59.2	60.0	59.7	59.8
Employed	5,760	5,743	5,733	5,797	5,694	5,755	5,812	5,755	5,768
Employment-population ratio	54.1	53.1	52.9	54.5	52.9	53.4	53.8	53.2	53.2
Unemployed	560	688	690	580	593	633	664	706	715
Unemployment rate	8.9	10.7	10.7	9.1	9.4	9.9	10.3	10.9	11.0
Both sexes, 16 to 19 years									
Civilian labor force	1,006	694	925	813	769	826	779	747	732
Participation rate	46.9	32.6	43.9	37.9	36.4	39.2	37.1	35.1	34.8
Employed	616	458	541	559	497	507	490	497	485
Employment-population ratio	28.7	21.5	25.7	26.0	23.5	24.1	23.3	23.3	23.0
Unemployed	390	236	384	254	272	319	289	250	247
Unemployment rate	38.8	34.0	41.5	31.2	35.4	38.6	37.1	33.5	33.7
Men	39.8	38.0	41.9	35.2	35.5	38.4	38.4	36.7	37.4
Women	37.7	29.3	41.0	27.1	35.2	38.9	35.7	30.1	28.9

See footnotes at end of table.

Table A-2. Employment status of the civilian population by race, sex, age, and Hispanic origin — Continued

(Numbers in thousands)

Employment status, race, sex, age, and Hispanic origin	Not seasonally adjusted			Seasonally adjusted[1]					
	June 1990	May 1991	June 1991	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991	June 1991
HISPANIC ORIGIN									
Civilian noninstitutional population	14,277	14,711	14,751	14,277	14,593	14,632	14,672	14,711	14,751
Civilian labor force	9,765	9,709	9,882	9,618	9,578	9,696	9,739	9,896	9,737
Participation rate	68.4	66.0	67.0	67.4	65.6	66.3	66.4	65.9	66.0
Employed	9,066	8,791	8,930	8,919	8,664	8,700	8,859	8,758	8,781
Employment-population ratio	63.5	59.8	60.5	62.5	59.4	59.5	60.4	59.5	59.5
Unemployed	699	918	952	699	914	997	880	939	956
Unemployment rate	7.2	9.5	9.6	7.3	9.5	10.3	9.0	9.7	9.8

[1] The population figures are not adjusted for seasonal variation, therefore identical numbers appear in the unadjusted and seasonally adjusted columns. NOTE: Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups.

Table A-3. Selected employment indicators

(In thousands)

Category	Not seasonally adjusted			Seasonally adjusted					
	June 1990	May 1991	June 1991	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991	June 1991
CHARACTERISTIC									
Civilian employed, 16 years and over	119,805	116,624	118,280	118,237	116,918	116,754	117,359	116,591	116,884
Married men, spouse present	40,757	40,361	40,458	40,626	40,482	40,298	40,502	40,280	40,337
Married women, spouse present	29,587	29,874	29,838	29,828	29,680	29,514	29,782	29,608	29,877
Women who maintain families	6,383	6,350	6,474	6,432	6,384	6,470	6,371	6,350	6,520
OCCUPATION									
Managerial and professional specialty	30,546	30,962	30,661	30,735	31,093	30,764	30,990	30,908	30,842
Technical, sales, and administrative support	36,811	36,052	36,392	36,678	36,100	36,265	36,515	36,233	36,293
Service occupations	16,062	15,698	16,320	15,894	15,773	15,948	15,882	15,793	16,142
Precision production, craft, and repair	13,877	13,115	13,484	13,595	13,333	13,212	13,197	13,181	13,207
Operators, fabricators, and laborers	18,121	17,094	17,245	17,838	16,997	17,051	17,150	17,188	16,974
Farming, forestry, and fishing	4,188	3,703	4,178	3,513	3,499	3,387	3,464	3,451	3,502
INDUSTRY AND CLASS OF WORKER									
Agriculture:									
Wage and salary workers	1,963	1,803	2,015	1,685	1,829	1,556	1,860	1,703	1,748
Self-employed workers	1,605	1,491	1,557	1,479	1,448	1,412	1,450	1,421	1,431
Unpaid family workers	148	137	157	107	168	134	95	117	115
Nonagricultural industries									
Wage and salary workers	106,862	104,214	105,272	105,893	104,569	104,455	104,697	104,813	104,345
Government	17,399	18,029	17,451	17,832	17,792	17,829	18,064	17,904	17,898
Private industries	89,463	86,185	87,821	88,061	86,777	86,626	86,633	86,709	86,447
Private households	1,143	939	1,110	1,039	953	980	943	934	1,005
Other industries	88,320	85,246	86,711	87,022	85,824	85,646	85,690	85,775	85,441
Self-employed workers	8,794	8,749	9,004	8,756	8,876	8,926	9,209	8,732	8,968
Unpaid family workers	235	231	255	239	239	224	213	208	260
PERSONS AT WORK PART TIME[1]									
All industries									
Part time for economic reasons	5,519	5,564	6,281	5,022	6,062	6,163	6,162	5,932	5,705
Slack work	2,402	2,559	3,023	2,501	3,252	3,303	3,383	3,138	3,148
Could only find part-time work	2,569	2,382	2,820	2,207	2,401	2,494	2,482	2,556	2,325
Voluntary part time	13,431	15,805	13,789	15,190	14,971	14,819	15,027	14,876	15,598
Nonagricultural industries:									
Part time for economic reasons	5,207	5,360	5,962	4,745	5,803	5,889	5,956	5,702	5,425
Slack work	2,204	2,748	2,845	2,297	3,087	3,107	3,181	2,971	2,964
Could only find part-time work	2,565	2,300	2,682	2,136	2,349	2,404	2,403	2,483	2,229
Voluntary part time	12,886	15,081	13,333	14,668	14,528	14,452	14,641	14,377	15,168

[1] Excludes persons "with a job but not at work" during the survey period for such reasons as vacation, illness, or industrial dispute.

Table A-4. Selected unemployment indicators, seasonally adjusted

Category	Number of unemployed persons (in thousands)			Unemployment rates[1]					
	June 1990	May 1991	June 1991	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991	June 1991
CHARACTERISTIC									
Total, 16 years and over	6,560	8,640	8,745	5.3	6.5	6.8	6.6	6.9	7.0
Men, 20 years and over	3,048	4,184	4,272	4.7	6.3	6.5	6.2	6.5	6.6
Women, 20 years and over	2,432	3,117	3,160	4.6	5.4	5.7	5.5	5.8	5.9
Both sexes, 16 to 19 years	1,080	1,339	1,313	14.7	17.1	19.7	18.1	19.1	19.2
Married men, spouse present	1,338	1,870	1,968	3.2	4.3	4.5	4.4	4.4	4.7
Married women, spouse present	1,143	1,428	1,478	3.7	4.4	4.8	4.5	4.6	4.7
Women who maintain families	563	639	657	8.0	9.1	9.0	9.9	9.1	9.2
Full-time workers	5,188	6,983	7,114	4.9	6.4	6.5	6.3	6.5	6.6
Part-time workers	1,350	1,604	1,592	7.5	7.6	9.1	8.1	9.0	8.6
Labor force time lost[2]	—	—	—	5.9	7.5	7.7	7.6	7.7	7.8
OCCUPATION[3]									
Managerial and professional specialty	677	940	903	2.2	2.4	2.7	2.6	3.0	2.6
Technical, sales, and administrative support	1,559	2,024	1,980	4.1	5.0	5.3	5.2	5.3	5.2
Precision production, craft, and repair	747	1,144	1,111	5.2	7.6	7.6	7.8	8.0	7.6
Operators, fabricators, and laborers	1,578	1,961	2,202	8.1	11.6	11.2	10.8	10.2	11.5
Farming, forestry, and fishing	233	263	289	6.2	7.9	9.1	6.5	7.1	7.6
INDUSTRY									
Nonagricultural private wage and salary workers	5,017	6,714	6,877	5.4	6.9	7.2	7.0	7.2	7.4
Goods-producing industries	1,786	2,537	2,741	6.2	9.1	9.0	9.2	9.0	9.7
Mining	29	48	62	4.0	6.0	7.1	7.5	6.4	6.6
Construction	618	893	926	9.6	15.5	14.1	15.0	14.7	16.6
Manufacturing	1,141	1,596	1,753	5.2	7.4	7.8	7.6	7.4	8.2
Durable goods	669	976	1,064	5.2	8.1	8.2	8.3	7.7	8.4
Nondurable goods	472	620	689	5.3	6.5	6.8	6.6	7.0	7.9
Service-producing industries	3,231	4,177	4,136	5.0	5.9	6.4	6.0	6.6	6.9
Transportation and public utilities	202	366	356	3.2	5.3	5.5	5.4	5.5	6.4
Wholesale and retail trade	1,468	1,829	1,793	6.3	7.4	7.9	7.3	7.7	7.6
Finance and service industries	1,561	1,982	1,987	4.5	5.0	5.8	5.2	5.7	5.7
Government workers	524	601	517	2.9	3.2	3.7	3.2	3.2	2.8
Agricultural wage and salary workers	183	215	243	9.6	11.5	13.8	9.9	11.2	12.8

[1] Unemployment as a percent of the civilian labor force.
[2] Aggregate hours lost by the unemployed and persons on part time for economic reasons as a percent of potentially available labor force hours.
[3] Seasonally adjusted unemployment data for service occupations are not available because the seasonal components are small relative to the trend-cycle and/or irregular components and consequently cannot be separated with sufficient precision.

Table A-5. Duration of unemployment

(Numbers in thousands)

Weeks of unemployment	Not seasonally adjusted			Seasonally adjusted					
	June 1990	May 1991	June 1991	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991	June 1991
DURATION									
Less than 5 weeks	3,031	3,493	4,013	3,100	3,473	3,515	3,287	3,864	3,437
5 to 14 weeks	1,731	2,368	2,373	2,085	2,736	2,904	2,745	2,717	2,862
15 weeks and over	1,340	2,352	2,388	1,436	1,975	2,184	2,229	2,234	2,573
15 to 26 weeks	712	1,318	1,286	777	1,053	1,236	1,226	1,206	1,411
27 weeks and over	628	1,034	1,102	658	921	947	1,003	1,028	1,162
Average (mean) duration, in weeks	11.2	13.4	13.2	12.0	12.8	13.0	13.7	12.9	14.2
Median duration, in weeks	4.2	6.6	5.6	5.2	6.1	6.6	7.0	6.2	6.9
PERCENT DISTRIBUTION									
Total unemployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than 5 weeks	54.2	42.4	45.7	48.8	42.4	40.9	39.8	42.5	38.7
5 to 14 weeks	25.8	29.0	27.0	31.5	33.4	33.8	33.2	31.6	32.3
15 weeks and over	20.0	28.6	27.2	21.7	24.1	25.4	27.0	26.0	29.0
15 to 26 weeks	10.6	16.0	14.7	11.7	12.9	14.4	14.8	14.0	15.9
27 weeks and over	9.4	12.6	12.6	10.0	11.3	11.0	12.1	11.9	13.1

Table A-6 Reason for unemployment

(Numbers in thousands)

Reason	Not seasonally adjusted			Seasonally adjusted					
	June 1990	May 1991	June 1991	June 1990	Feb 1991	Mar 1991	Apr 1991	May 1991	June 1991
NUMBER OF UNEMPLOYED									
Job losers	2,855	4,298	4,324	3,203	4,515	4,703	4,528	4,657	4,869
On layoff	766	1,124	1,118	947	1,485	1,430	1,370	1,343	1,389
Other job losers	2,089	3,174	3,205	2,256	3,031	3,273	3,158	3,314	3,481
Job leavers	923	921	1,008	999	989	1,080	987	1,053	1,090
Reentrants	1,977	2,217	2,304	1,839	1,994	2,090	2,053	2,202	2,143
New entrants	948	796	1,138	549	633	699	741	779	741
PERCENT DISTRIBUTION									
Total unemployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Job losers	42.6	52.2	49.3	48.6	55.5	54.9	54.5	53.6	55.1
On layoff	11.4	13.7	12.7	14.4	18.3	16.7	16.5	15.5	15.7
Other job losers	31.2	38.6	36.5	34.2	37.3	38.2	38.0	38.1	39.4
Job leavers	13.8	11.2	11.5	15.2	12.2	12.6	11.9	12.1	12.3
Reentrants	29.5	26.9	26.3	27.9	24.5	24.4	24.7	25.3	24.2
New entrants	14.1	9.7	13.0	8.3	7.8	8.2	8.9	9.0	8.4
UNEMPLOYED AS A PERCENT OF THE CIVILIAN LABOR FORCE									
Job losers	2.3	3.4	3.4	2.6	3.6	3.8	3.6	3.7	3.9
Job leavers	.7	.7	.8	.8	.8	.9	.8	.8	.9
Reentrants	1.6	1.8	1.8	1.5	1.6	1.7	1.6	1.8	1.7
New entrants	.7	.6	.9	.4	.5	.6	.6	.6	.6

Table A-7. Range of unemployment measures based on varying definitions of unemployment and the labor force, seasonally adjusted

(Percent)

Measure	Quarterly averages					Monthly data		
	1990			1991		1991		
	II	III	IV	I	II	Apr	May	June
U-1 Persons unemployed 15 weeks or longer as a percent of the civilian labor force	1.1	1.3	1.3	1.6	1.9	1.8	1.8	2.0
U-2 Job losers as a percent of the civilian labor force	2.5	2.7	3.0	3.5	3.7	3.6	3.7	3.9
U-3 Unemployed persons 25 years and over as a percent of the civilian labor force for persons 25 years and over	4.2	4.4	4.7	5.3	5.5	5.4	5.5	5.6
U-4 Unemployed full-time jobseekers as a percent of the full-time civilian labor force	5.0	5.2	5.7	6.3	6.5	6.3	6.5	6.6
U-5a Total unemployed as a percent of the labor force, including the resident Armed Forces	5.2	5.5	5.8	6.4	6.7	6.5	6.8	6.9
U-5b Total unemployed as a percent of the civilian labor force	5.3	5.6	5.9	6.5	6.8	6.6	6.9	7.0
U-6 Total full-time jobseekers plus 1/2 part-time jobseekers plus 1/2 total on part time for economic reasons as a percent of the civilian labor force less 1/2 of the part-time labor force	7.3	7.6	8.1	9.0	9.2	9.1	9.2	9.2
U-7 Total full-time jobseekers plus 1/2 part-time jobseekers plus 1/2 total on part time for economic reasons plus discouraged workers as a percent of the civilian labor force plus discouraged workers less 1/2 of the part-time labor force	8.0	8.3	8.9	9.8	10.0	N.A.	N.A.	N.A.

N.A. = not available.

Table A-8. Unemployed persons by sex and age, seasonally adjusted

Sex and age	Number of unemployed persons (in thousands)			Unemployment rates[1]					
	June 1990	May 1991	June 1991	June 1990	Feb 1991	Mar 1991	Apr. 1991	May 1991	June 1991
Total, 16 years and over	6 560	8 540	8 745	5 3	6 5	5 8	6 6	6 9	7 0
16 to 24 years	2 238	2 864	2 825	10 6	12 8	13 2	12 6	13 6	13 8
16 to 19 years	1,080	1 339	1 313	14 7	17 1	15 7	18 1	19 1	19 2
16 to 17 years	460	539	545	16 6	16 9	20 9	21.2	20.4	20.2
18 to 19 years	626	826	772	13 7	16 9	17 5	16 3	18 9	18 6
20 to 24 years	1,158	1 525	1,512	8 4	10 5	10 3	10 1	11.2	11 1
25 years and over	4 301	5,715	5 893	4 2	5 3	5 6	5 4	5 5	5 6
25 to 54 years	3,825	5,134	5,167	4 3	5 6	5 8	5 7	5 7	5 6
55 years and over	448	624	691	2 9	3 8	4 2	3 8	4.1	4 5
Men, 16 years and over	3 645	4 957	5 043	5 3	6 9	7 2	6 9	7.2	7.4
16 to 24 years	1 255	1 577	1 627	11 3	13 6	14 9	14 3	14 5	15 1
16 to 19 years	597	773	771	15 7	17 7	20 7	19.3	21.1	21 7
16 to 17 years	239	291	287	16 8	19 1	25 0	22 0	21.2	20 5
18 to 19 years	353	495	478	14 9	16 8	18 2	17.7	21.7	22 3
20 to 24 years	658	804	856	9 0	11 8	11 8	11 9	11 2	11 9
25 years and over	2 360	3 326	3 379	4 1	5 6	5 8	5 8	5 8	5 9
25 to 54 years	2 036	2 953	2 903	4 2	5 9	6 1	5 9	6.1	5 9
55 years and over	281	410	413	3 2	4 2	4 6	4 4	4 7	4 7
Women, 16 years and over	2 915	3 683	3 702	5 1	6 1	6 4	6 2	6 5	6 5
16 to 24 years	983	1,287	1,198	9 8	11 7	11 4	11 2	13 1	12.4
16 to 19 years	483	566	542	13 6	16 4	16 6	18 9	16 9	18 4
16 to 17 years	221	248	258	16 3	14 4	16 3	20 4	19 5	19 9
18 to 19 years	273	331	294	12 4	17 1	18 8	14 9	15.8	14 6
20 to 24 years	500	721	656	7 7	9 1	8 6	8.1	11.1	10 3
25 years and over	1,941	2,389	2,514	4 2	4 9	5 3	5.2	5.1	5.3
25 to 54 years	1,789	2,182	2,264	4 5	5 2	5 6	5.5	5.4	5.5
55 years and over	167	214	277	2 5	3 3	3 6	3.0	3.3	4.2

[1] Unemployment as a percent of the civilian labor force

Table A-9. Employment status of male Vietnam-era veterans and nonveterans by age, not seasonally adjusted

(Numbers in thousands)

Veteran status and age	Civilian noninstitutional population		Civilian labor force							
			Total		Employed		Unemployed			
							Number		Percent of labor force	
	June 1990	June 1991	June 1990	June 1991	June 1990	June 1991	June 1990	June 1991	June 1990	June 1991
VIETNAM-ERA VETERANS										
Total, 35 years and over	7,634	7,754	6,966	7,036	6,752	6,714	213	322	3.1	4 6
35 to 49 years	6,521	6,484	6,138	6,083	5,953	5,784	185	299	3 0	4.9
35 to 39 years	1,425	1,185	1,324	1,083	1,266	993	58	90	4.4	8 3
40 to 44 years	3,314	3,148	3,145	2,979	3,063	2,844	81	134	2.6	4 5
45 to 49 years	1,782	2,173	1,670	2,021	1,624	1,947	48	74	2.8	3 7
50 years and over	1,113	1,300	827	953	799	929	28	23	3.4	2.4
NONVETERANS										
Total, 35 to 49 years	17,233	18 330	16,127	17,151	15,517	16,309	610	841	3 8	4.9
35 to 39 years	7,942	8,349	7 551	7,905	7,282	7 498	269	407	3 6	5 2
40 to 44 years	5,070	5,797	4,724	5,444	4,551	5,196	173	247	3.7	4 5
45 to 49 years	4,221	4,183	3 851	3,802	3,683	3,615	168	187	4.4	4.9

NOTE: Male Vietnam-era veterans are men who served in the Armed Forces between August 5, 1934 and May 7, 1975. Nonveterans are men who have never served in the Armed Forces, published data are limited to those 35 to 49 years of age, the group that most closely corresponds to the bulk of the Vietnam-era veteran population.

Table A-10. Employment status of the civilian population for 11 large states

(Numbers in thousands)

State and employment status	Not seasonally adjusted[1]			Seasonally adjusted[2]					
	June 1990	May 1991	June 1991	June 1990	Feb 1991	Mar 1991	Apr 1991	May 1991	June 1991
California									
Civilian noninstitutional population	21,918	22,363	22,403	21,918	22,242	22,281	22,321	22,363	22,403
Civilian labor force	14,853	14,655	14,824	14,783	14,855	14,666	14,740	14,655	14,753
Employed	14,110	13,535	13,633	14,024	13,763	13,542	13,644	13,530	13,545
Unemployed	743	1,120	1,191	759	1,092	1,124	1,096	1,125	1,208
Unemployment rate	5.0	7.6	8.0	5.1	7.4	7.7	7.4	7.7	8.2
Florida									
Civilian noninstitutional population	10,111	10,324	10,344	10,111	10,267	10,285	10,305	10,324	10,344
Civilian labor force	6,362	6,403	6,455	6,306	6,376	6,421	6,357	6,405	6,396
Employed	5,942	5,943	5,948	5,912	5,923	5,940	5,922	5,927	5,918
Unemployed	420	460	507	394	453	481	435	478	478
Unemployment rate	6.6	7.2	7.9	6.2	7.1	7.5	6.8	7.5	7.5
Illinois									
Civilian noninstitutional population	8,871	8,910	8,914	8,871	8,900	8,903	8,906	8,910	8,914
Civilian labor force	6,059	5,950	6,117	6,001	6,086	6,093	6,045	6,045	6,061
Employed	5,689	5,597	5,673	5,635	5,729	5,676	5,857	5,823	5,620
Unemployed	370	353	444	366	357	417	388	356	441
Unemployment rate	6.1	5.9	7.3	6.1	5.9	6.8	6.4	6.0	7.3
Massachusetts									
Civilian noninstitutional population	4,620	4,623	4,623	4,620	4,622	4,622	4,622	4,623	4,623
Civilian labor force	3,233	3,124	3,187	3,170	3,114	3,145	3,115	3,130	3,105
Employed	3,044	2,836	2,867	2,986	2,825	2,841	2,855	2,828	2,810
Unemployed	189	288	300	184	289	304	260	302	295
Unemployment rate	5.8	9.2	9.5	5.8	9.3	9.7	8.3	9.6	9.5
Michigan									
Civilian noninstitutional population	6,999	7,014	7,015	6,999	7,010	7,011	7,012	7,014	7,015
Civilian labor force	4,664	4,494	4,597	4,621	4,582	4,710	4,593	4,545	4,552
Employed	4,315	4,090	4,174	4,281	4,132	4,207	4,129	4,110	4,138
Unemployed	349	405	423	340	450	503	464	435	414
Unemployment rate	7.5	9.0	9.2	7.4	9.8	10.7	10.1	9.6	9.1
New Jersey									
Civilian noninstitutional population	6,028	6,025	6,025	6,028	6,026	6,026	6,025	6,025	6,025
Civilian labor force	4,083	3,975	4,096	4,042	3,947	3,987	4,034	3,985	4,058
Employed	3,892	3,716	3,831	3,848	3,698	3,717	3,773	3,716	3,789
Unemployed	191	259	265	194	249	270	261	269	269
Unemployment rate	4.7	6.5	6.5	4.8	6.3	6.8	6.5	6.8	6.6
New York									
Civilian noninstitutional population	13,801	13,799	13,800	13,801	13,801	13,800	13,799	13,799	13,800
Civilian labor force	8,808	8,516	8,739	8,715	8,607	8,645	8,724	8,712	8,642
Employed	8,395	7,979	8,111	8,266	8,077	8,054	8,072	8,071	7,978
Unemployed	413	537	627	449	530	591	652	641	664
Unemployment rate	4.7	7.4	7.2	5.2	6.2	6.8	7.5	7.4	7.7

See footnotes at end of table

Table A-10. Employment status of the civilian population for 11 large states — Continued

Numbers in thousands)

State and employment status	Not seasonally adjusted[1]			Seasonally adjusted[2]					
	June 1990	May 1991	June 1991	June 1990	Feb 1991	Mar 1991	Apr 1991	May 1991	June 1991
North Carolina									
Civilian noninstitutional population	4 996	5 053	5 058	4 996	5 038	5 043	5 048	5,053	5,058
Civilian labor force	3 471	3 424	3 482	3 434	3 436	3 402	3 417	3,412	3,443
Employed	3 339	3 196	3 266	3 305	3 253	3 210	3 221	3,183	3 230
Unemployed	132	228	216	129	183	192	196	229	213
Unemployment rate	3 8	6 6	6 2	3 8	5 3	5 6	5 7	6 7	6 2
Ohio									
Civilian noninstitutional population	8 283	8 306	8 309	8 283	8 301	8 302	8 304	8,306	8,309
Civilian labor force	5 481	5 445	5 508	5 421	5 384	5 470	5,523	5,467	5,447
Employed	5 179	5 153	5 152	5 129	5 007	5 073	5,124	5,163	5 100
Unemployed	301	292	356	292	377	397	399	304	347
Unemployment rate	5 5	5 4	6 5	5 4	7 0	7 3	7 2	5 6	6 4
Pennsylvania									
Civilian noninstitutional population	9 387	9 409	9 411	9 387	9,404	9,405	9,407	9,409	9,411
Civilian labor force	5 974	5 938	6 024	5 890	5,925	5 822	5 960	5,969	5 940
Employed	5,678	5,491	5 618	5 606	5 526	5 389	5,537	5,510	5,543
Unemployed	296	447	406	284	399	433	423	459	397
Unemployment rate	5 0	7 5	6 7	4 8	6 7	7 4	7 1	7 7	6 7
Texas									
Civilian noninstitutional population	12,365	12 509	12 523	12,365	12,471	12,483	12,496	12,509	12,523
Civilian labor force	8,549	8,540	8,645	8,448	8 541	8 623	8,692	8,548	8,543
Employed	8 010	8 000	8 121	7 956	8 071	8 050	8 074	8,000	8,061
Unemployed	539	540	523	492	470	573	618	548	482
Unemployment rate	6 3	6 3	6 1	5 8	5 5	6 6	7 1	6 4	5 6

[1] These are the official Bureau of Labor Statistics' estimates used in the administration of Federal fund allocation programs
[2] The population figures are not adjusted for seasonal variation therefore identical numbers appear in the unadjusted and the seasonally adjusted columns

Table A-11 Persons not in the labor force by reason, sex, and race, quarterly averages

(in thousands)

Reason, sex, and race	Not seasonally adjusted		Seasonally adjusted				
	1990	1991	1990			1991	
	II	II	II	III	IV	I	II
TOTAL							
Total not in labor force	62,904	63,977	62,985	63,471	63,772	64,099	64,012
Do not want a job now	57,068	58,216	57,449	58,248	58,188	58,404	58,637
Current activity Going to school	6,015	6,249	6,606	6,927	6,707	6,614	6,837
Ill, disabled	5,150	5,003	4,994	5,099	5,115	4,983	4,856
Keeping house	23,418	23,411	23,422	23,619	23,562	23,117	23,440
Retired	18,505	19,176	18,349	18,542	18,598	19,110	19,013
Other activity	3,979	4,377	4,079	4,061	4,206	4,600	4,491
Want a job now	5,836	5,762	5,571	5,356	5,530	5,728	5,519
Reason not looking School attendance	1,823	1,764	1,429	1,410	1,393	1,432	1,371
Ill health, disability	952	912	915	876	947	1,029	870
Home responsibilities	1,226	1,110	1,263	1,229	1,150	1,201	1,148
Think cannot get a job	799	885	879	801	941	997	981
Job-market factors	494	645	539	519	588	657	711
Personal factors	305	241	340	312	353	340	270
Other reasons[1]	1,036	1,091	1,084	1,010	1,100	1,069	1,148
Men							
Total, not in labor force	21,183	21,826	21,336	21,597	21,505	21,909	21,903
Do not want a job now	18,962	19,593	19,349	19,674	19,567	19,673	20,015
Want a job now	2,221	2,233	2,011	1,951	1,927	2,151	2,007
Reason not looking School attendance	912	876	689	713	629	769	640
Ill health, disability	507	445	487	436	453	552	422
Think cannot get a job	342	411	362	395	383	405	430
Other reasons[1]	460	500	474	407	462	425	514
Women							
Total, not in labor force	41,721	42,151	41,650	41,875	42,267	42,190	42,059
Do not want a job now	38,105	38,622	38,100	38,574	38,621	38,731	38,622
Want a job now	3,616	3,529	3,560	3,405	3,603	3,576	3,513
Reason not looking School attendance	912	888	740	698	763	663	731
Ill health, disability	445	466	428	441	494	477	448
Home responsibilities	1,226	1,110	1,263	1,229	1,150	1,201	1,148
Think cannot get a job	458	474	518	435	558	592	551
Other reasons	576	591	610	603	638	644	834
White							
Total, not in labor force	52,914	53,561	53,103	53,302	53,549	53,801	53,719
Do not want a job now	48,670	49,571	49,082	49,362	49,636	49,543	49,991
Want a job now	4,208	4,018	3,931	3,909	3,905	4,195	3,770
Reason not looking School attendance	1,303	1,241	953	983	874	1,046	908
Ill health, disability	678	627	648	664	748	737	593
Home responsibilities	887	791	916	904	828	913	820
Think cannot get a job	566	567	607	589	612	651	611
Other reasons[1]	774	793	807	769	843	848	838
Black							
Total, not in labor force	7,764	8,026	7,728	7,911	7,906	7,982	7,983
Do not want a job now	6,410	6,542	6,404	6,705	5,469	6,693	6,533
Want a job now	1,354	1,484	1,350	1,239	1,408	1,267	1,494
Reason not looking School attendance	435	427	405	340	440	314	377
Ill health, disability	243	262	231	181	183	233	248
Home responsibilities	282	275	274	310	303	277	274
Think cannot get a job	175	284	207	203	265	269	344
Other reasons[1]	219	236	233	205	217	174	251

[1] Includes small number of men not looking for work because of "home responsibilities."

NOTE: Detail may not add to not-in-labor force totals because of the weighting procedures

ESTABLISHMENT DATA   ESTABLISHMENT DATA

Table B-1 Employees on nonfarm payrolls by industry

(In thousands)

Industry	Not seasonally adjusted				Seasonally adjusted					
	June 1990	Apr 1991	May 1991p/	June 1991p/	June 1990	Feb 1991	Mar 1991	Apr 1991	May 1991p/	June 1991p/
Total	111,405	108,590	109,271	109,735	110,435	109,160	108,902	108,736	108,855	108,805
Total private	92,754	89,825	90,458	91,239	91,858	90,771	90,495	90,512	90,613	90,574
Goods-producing industries	25,617	23,565	23,814	24,065	25,095	24,039	23,877	23,794	23,853	23,762
Mining	721	701	704	707	718	715	716	710	705	702
Oil and gas extraction	397	394	394	397	397	401	402	400	398	397
Construction	5,384	4,552	4,743	4,944	5,182	4,792	4,720	4,688	4,710	4,701
General building contractors	1,367	1,140	1,171	1,211	1,322	1,210	1,196	1,184	1,179	1,172
Manufacturing	19,506	18,310	18,367	18,464	19,195	18,532	18,443	18,396	18,418	18,359
Production workers	13,131	12,327	12,383	12,481	13,046	12,488	12,424	12,403	12,424	12,401
Durable goods	11,261	10,539	10,568	10,592	11,189	10,652	10,564	10,560	10,568	10,523
Production workers	7,541	6,931	6,965	6,990	7,434	7,000	6,956	6,948	6,958	6,935
Lumber and wood products	760	681	694	707	746	696	692	692	696	696
Furniture and fixtures	513	479	480	482	514	482	479	482	483	483
Stone, clay, and glass products	571	518	522	530	568	527	520	521	519	520
Primary metal industries	763	722	720	721	759	726	724	723	721	717
Blast furnaces and basic steel products	277	261	260	259	275	264	262	263	261	258
Fabricated metal products	1,437	1,350	1,352	1,362	1,430	1,363	1,356	1,353	1,354	1,356
Industrial machinery and equipment	2,110	2,010	2,001	1,996	2,102	2,036	2,024	2,007	2,000	1,989
Electronic and other electrical equipment	1,687	1,591	1,592	1,594	1,682	1,611	1,599	1,597	1,599	1,590
Transportation equipment	2,024	1,849	1,849	1,861	2,013	1,859	1,846	1,846	1,860	1,845
Motor vehicles and equipment	845	757	767	785	832	767	738	754	778	772
Instruments and related products	1,010	974	972	970	1,007	922	978	961	973	967
Miscellaneous manufacturing	374	362	362	364	376	368	366	364	363	362
Nondurable goods	8,045	7,771	7,799	7,877	8,006	7,880	7,859	7,836	7,850	7,836
Production workers	5,643	5,396	5,428	5,481	5,612	5,488	5,468	5,455	5,464	5,466
Food and kindred products	1,663	1,617	1,633	1,675	1,662	1,679	1,679	1,673	1,677	1,676
Tobacco products	45	44	44	45	49	49	48	48	48	48
Textile mill products	696	659	663	668	693	661	669	660	664	664
Apparel and other textile products	1,055	1,006	1,016	1,021	1,045	1,018	1,009	1,005	1,015	1,013
Paper and allied products	706	687	686	694	700	696	693	691	690	687
Printing and publishing	1,579	1,544	1,539	1,532	1,577	1,553	1,542	1,342	1,341	1,329
Chemicals and allied products	1,102	1,086	1,085	1,094	1,093	1,091	1,091	1,089	1,086	1,086
Petroleum and coal products	160	157	159	161	157	158	158	159	159	158
Rubber and misc. plastics products	900	849	853	861	894	861	852	849	853	856
Leather and leather products	135	119	119.5	121	134	122	121	120	119	119
Service-producing industries	85,988	85,025	85,457	85,690	85,342	85,121	85,025	84,942	85,022	85,043
Transportation and public utilities	5,869	5,780	5,816	5,853	5,831	5,854	5,824	5,814	5,814	5,814
Transportation	3,582	3,519	3,554	3,577	3,558	3,562	3,549	3,544	3,550	3,552
Communications and public utilities	2,287	2,261	2,262	2,276	2,273	2,272	2,275	2,270	2,264	2,262
Wholesale trade	6,262	6,066	6,084	6,111	6,220	6,119	6,105	6,086	6,087	6,070
Durable goods	3,660	3,528	3,538	3,538	3,639	3,562	3,550	3,535	3,530	3,517
Nondurable goods	2,602	2,538	2,554	2,573	2,581	2,557	2,555	2,551	2,557	2,555
Retail trade	19,878	19,092	19,314	19,676	19,714	19,440	19,378	19,324	19,333	19,321
General merchandise stores	2,474	2,283	2,286	2,286	2,530	2,415	2,396	2,372	2,355	2,354
Food stores	3,243	3,190	3,205	3,242	3,236	3,237	3,265	3,226	3,224	3,232
Automotive dealers and service stations	2,106	2,020	2,033	2,092	2,085	2,042	2,036	2,031	2,030	2,034
Eating and drinking places	6,768	6,527	6,668	6,779	6,359	6,582	6,561	6,560	6,570	6,569
Finance, insurance, and real estate	6,817	6,689	6,787	6,770	6,746	6,732	6,735	6,718	6,709	6,701
Finance	3,325	3,279	3,280	3,306	3,304	3,295	3,277	3,292	3,287	3,286
Insurance	2,127	2,132	2,132	2,139	2,118	2,137	2,140	2,134	2,132	2,138
Real estate	1,365	1,278	1,273	1,325	1,324	1,300	1,298	1,292	1,290	1,285
Services	28,511	28,653	28,723	28,964	28,256	28,583	28,576	28,576	28,637	28,706
Business services	5,290	5,204	5,262	5,321	5,256	5,254	5,254	5,297	5,293	5,285
Health services	7,865	8,130	8,156	8,246	7,830	8,089	8,114	8,147	8,164	8,204
Government	18,651	18,765	18,813	18,516	18,577	18,389	18,407	18,424	18,442	18,431
Federal	3,565	2,947	2,960	2,971	3,317	2,931	2,951	2,953	2,951	2,942
State	4,188	4,465	4,404	4,228	4,311	4,354	4,359	4,352	4,341	4,350
Local	11,098	11,353	11,449	11,317	10,929	11,084	11,097	11,119	11,148	11,139

p/ * preliminary

Table B-2 Average weekly hours of production or nonsupervisory workers1/ on private nonfarm payrolls by industry

Industry	Not seasonally adjusted				Seasonally adjusted					
	June 1990	Apr. 1991	May 1991p/	June 1991p/	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991p/	June 1991p/
Total private	34.8	34.0	34.2	34.7	34.6	34.3	34.2	34.0	34.3	34.5
Mining	44.4	43.9	44.3	44.8	44.4	44.9	44.6	44.3	44.9	44.8
Construction	39.1	37.8	38.2	38.8	(2)	(2)	(2)	(2)	(2)	(2)
Manufacturing	41.1	40.1	40.5	40.9	40.9	40.3	40.3	40.2	40.4	40.8
Overtime hours	5.8	3.1	3.2	3.7	3.8	3.3	3.3	3.3	3.4	3.7
Durable goods	41.7	40.6	40.7	41.5	41.5	40.7	40.6	40.7	40.7	41.5
Overtime hours	3.9	3.1	3.2	3.7	3.9	3.2	3.2	3.2	3.3	3.7
Lumber and wood products	40.8	39.4	39.9	41.0	40.3	39.3	39.2	39.2	39.7	40.5
Furniture and fixtures	39.2	38.4	38.4	39.1	39.3	37.5	38.2	38.9	38.9	39.2
Stone, clay, and glass products	42.7	41.3	41.7	42.5	42.3	41.7	41.3	41.3	41.5	42.0
Primary metal industries	43.2	41.2	41.6	42.6	43.0	41.5	41.4	41.4	41.6	42.4
Blast furnaces and basic steel products	43.8	41.1	41.7	43.3	43.5	41.5	41.8	41.3	41.7	43.0
Fabricated metal products	41.8	40.6	40.8	41.5	41.6	40.7	40.6	40.7	40.8	41.3
Industrial machinery and equipment	42.1	41.2	41.1	41.6	42.0	41.5	41.5	41.3	41.2	41.5
Electronic and other electrical equipment	41.0	40.2	40.2	41.0	41.0	40.5	40.2	40.5	40.5	40.9
Transportation equipment	42.8	41.2	41.5	42.5	42.6	41.0	40.8	41.0	41.2	42.2
Motor vehicles and equipment	43.9	41.3	42.0	43.3	43.4	40.9	40.5	41.3	41.4	42.7
Instruments and related products	41.2	40.8	40.5	40.9	41.2	41.0	40.9	40.8	40.8	40.9
Miscellaneous manufacturing	39.4	39.1	39.2	39.7	39.3	39.3	39.3	39.3	39.2	39.7
Nondurable goods	40.3	39.5	39.8	40.2	40.2	39.8	39.9	39.7	39.9	40.1
Overtime hours	3.6	3.2	3.3	3.7	3.6	3.4	3.4	3.4	3.5	3.7
Food and kindred products	40.9	39.7	40.2	40.5	40.9	40.6	40.6	40.5	40.3	40.4
Tobacco products	39.4	37.7	38.6	38.8	(2)	(2)	(2)	(2)	(2)	(2)
Textile mill products	40.6	39.6	40.1	41.1	40.6	39.2	39.4	39.6	40.2	40.7
Apparel and other textile products	36.9	36.3	36.7	37.2	36.7	36.5	36.6	36.4	36.7	36.9
Paper and allied products	43.4	42.6	42.8	43.0	43.5	43.0	43.2	42.9	43.0	43.0
Printing and publishing	37.6	37.4	37.2	37.6	38.0	37.6	37.6	37.5	37.6	37.8
Chemicals and allied products	42.6	42.5	42.3	43.1	42.6	42.4	42.7	42.4	42.4	43.1
Petroleum and coal products	46.7	44.5	45.6	45.8	(2)	(2)	(2)	(2)	(2)	(2)
Rubber and misc. plastics products	41.7	40.6	40.8	41.2	41.6	40.6	40.6	40.7	40.8	41.0
Leather and leather products	38.1	36.7	37.1	38.2	37.4	37.2	37.2	37.1	37.1	37.5
Transportation and public utilities	39.4	38.4	38.6	39.0	39.2	38.6	38.6	38.4	38.8	38.8
Wholesale trade	38.2	37.9	38.1	38.5	38.1	37.9	38.1	37.9	38.2	38.4
Retail trade	29.2	28.3	28.5	29.1	28.9	28.6	28.6	28.4	28.6	28.8
Finance, insurance, and real estate	35.8	35.6	35.5	36.1	(2)	(2)	(2)	(2)	(2)	(2)
Services	32.6	32.3	32.3	32.7	32.5	32.5	32.4	32.2	32.5	32.6

1/ Data relate to production workers in mining and manufacturing, construction workers in construction, and nonsupervisory workers in transportation and public utilities, wholesale and retail trade, finance, insurance, and real estate, and services. These groups account for approximately four-fifths of the total employees on private nonfarm payrolls.

2/ These series are not published seasonally adjusted since the seasonal component is small relative to the trend-cycle and/or irregular components and consequently cannot be separated with sufficient precision.

p = preliminary

Table B-3. Average hourly and weekly earnings of production or nonsupervisory workers1/ on private nonfarm payrolls by industry

Industry	Average hourly earnings				Average weekly earnings			
	June 1990	Apr. 1991	May 1991p/	June 1991p/	June 1990	Apr. 1991	May 1991p/	June 1991p/
Total private.	$9.97	$10.30	$10.31	$10 53	$346.96	$350 20	$352 60	$358.45
Seasonally adjusted . . .	10.02	10.28	10.32	10 38	346.69	349.52	353.98	358.11
Mining	13 70	14 12	14 09	14 31	608 28	619 87	624.19	641 09
Construction	13 68	13.99	13 96	13 89	534 89	528 82	533.27	538 93
Manufacturing	10 84	11 11	11 15	11 21	445 52	445 51	449.35	458 49
Durable goods	11 37	11.65	11 70	11 79	474 13	472 99	476.19	489 29
Lumber and wood products	9 07	9 18	9 23	9 34	370 06	361.69	368.28	382 94
Furniture and fixtures.	8 51	8 70	8 67	8 77	333 59	334.08	332.93	342 91
Stone, clay, and glass products	11 13	11 53	11 55	11 37	475 25	467 93	473.30	483 23
Primary metal industries	12 92	13 21	13 23	13 42	558 16	544 25	550.37	571 69
Blast furnaces and basic steel products.	14 74	15 25	15 19	15 46	645 61	626 78	633.42	669.42
Fabricated metal products	10 86	11 11	11 15	11 21	453.95	451 07	454.92	465.22
Industrial machinery and equipment	11 75	12 10	12.09	12 22	494 68	498.52	496.90	508 35
Electronic and other electrical equipment	10 26	10 63	10 65	10 73	420 66	427 33	428.13	439.95
Transportation equipment	14 19	14 55	14 75	14 88	607 33	599 66	612.13	632 40
Motor vehicles and equipment	14 83	15 05	15 39	15 58	651 04	621.57	646.38	674 61
Instruments and related products.	11 26	11 66	11 67	11 64	463 91	475 73	472.64	476 08
Miscellaneous manufacturing	8 61	8 78	8 84	8 91	339 23	343.30	346.53	353 73
Nondurable goods	10 11	10 40	10 42	10 45	407 43	410 80	414.72	420.09
Food and kindred products	9 65	9 84	9 93	9 93	394 69	390 65	399.19	401 36
Tobacco products	17 12	17 56	17 84	18 11	674 53	662 01	688.62	702 67
Textile mill products	8 02	8 20	8 21	8 25	325 61	324.72	329.22	339 08
Apparel and other textile products	6 60	6 72	6 73	6 77	243 54	243.94	246.99	251.84
Paper and allied products	12 23	12 56	12 63	12 66	530 78	535.06	540.56	544.38
Printing and publishing	11 16	11.43	11 47	11 53	419.62	427.48	426.68	431 22
Chemicals and allied products.	13 53	13.96	14 02	14 10	576 38	593.30	595.05	607.71
Petroleum and coal products	16.23	17 01	16.81	16 85	757.94	756.95	766.54	771.73
Rubber and misc. plastics products.	9 75	10.02	10.07	10.09	406.58	406.81	410.86	415.71
Leather and leather products.	6.89	7.18	7.16	7 16	262.51	263.51	265.66	273.31
Transportation and public utilities.	12.87	13.19	13.18	13.23	507.08	506.50	508.75	515.97
Wholesale trade.	10.75	11.12	11.11	11.19	410.65	421.45	425.29	430.82
Retail trade.	6.74	6.98	6.98	6.98	196.81	197.53	198.93	203.12
Finance, insurance, and real estate	9 89	10.36	10.37	10 43	354.06	368.82	368.14	376.52
Services. . .	9 73	10.19	10.20	10 19	317.20	329.14	329.46	335.21

1/ See footnote 1, table B-2   p = preliminary

Table B-4. Average hourly earnings of production or nonsupervisory workers1/ on private nonfarm payrolls by industry, seasonally adjusted

Industry	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991p/	June 1991p/	Percent change from: May 1991-June 1991
Total private							
Current dollars	$10.02	$10.20	$10.24	$10 28	$10 32	$10.38	0.6
Constant (1982) dollars2/	7.57	7 43	7 46	7 47	7 47	N.A.	(3)
Mining.	13.75	13.94	14.03	14 05	14.12	14.37	1.8
Construction.	13.78	13.97	13 97	14.05	14.00	13.99	- 1
Manufacturing	10.84	11 03	11.05	11 12	11.15	11 21	.5
Excluding overtime4/	10.36	10 59	10 61	10 65	10 70	10 73	.3
Transportation and public utilities	12.94	13.13	13.16	13 19	13 25	13 30	.4
Wholesale trade .	10 79	11 05	11 07	11 08	11 12	11.23	1.0
Retail trade	6 77	6 87	6 90	6 97	6 99	7 01	.3
Finance, insurance, and real estate	9 97	10 22	10 32	10 28	10 36	10 51	1.4
Services	9 85	10 07	10 13	10.16	10 23	10 29	.6

1/ See footnote 1, table B-2
2/ The Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W) is used to deflate this series.
3/ Change was 0.0 percent from April 1991 to May 1991, the latest month available

4/ Derived by assuming that overtime hours are paid at the rate of time and one-half

N.A. = not available.
p/ = preliminary.

Table B-5. Indexes of aggregate weekly hours of production or nonsupervisory workers[1]/ on private nonfarm payrolls by industry

(1982=100)

Industry	Not seasonally adjusted				Seasonally adjusted					
	June 1990	Apr. 1991	May 1991p	June 1991p	June 1990	Feb. 1991	Mar. 1991	Apr. 1991	May 1991p	June 1991p
Total private...	126.5	119.3	120.7	123.7	124.3	121.5	120.9	120.8	121.1	121.7
Goods-producing industries..	113.5	100.8	102.9	106.0	111.1	104.0	102.7	102.5	103.1	103.7
Mining.	65.9	62.8	63.4	64.2	65.5	65.4	65.0	64.3	64.3	63.6
Construction	149.8	117.8	125.8	132.5	140.8	126.9	123.2	122.7	124.3	124.3
Manufacturing.	108.9	99.7	100.7	103.0	107.7	101.6	100.9	100.7	101.1	102.0
Durable goods.	108.4	97.5	98.3	100.5	107.0	98.8	97.8	97.9	98.3	99.2
Lumber and wood products...	135.6	115.9	119.7	125.8	130.9	118.6	117.0	117.4	119.5	121.7
Furniture and fixtures..	125.0	113.6	113.2	116.4	125.7	111.7	112.6	115.3	115.6	117.1
Stone, clay, and glass products.	114.9	99.4	101.7	105.0	111.5	102.4	99.9	100.1	100.4	101.6
Primary metal industries	95.1	85.0	85.6	87.9	94.0	86.6	85.7	85.8	85.6	86.8
Blast furnaces and basic steel products..	83.6	73.5	74.3	76.8	82.0	74.7	74.7	74.1	74.5	76.0
Fabricated metal products	110.1	99.4	100.3	103.1	109.0	100.8	99.9	100.0	100.4	101.9
Industrial machinery and equipment	98.8	91.3	90.3	91.0	98.0	93.0	92.5	91.3	90.3	90.2
Electronic and other electrical equipment.	108.6	99.5	99.9	102.1	107.9	101.1	99.7	100.7	100.9	101.7
Transportation equipment.	124.9	108.2	111.3	113.3	122.6	108.0	106.3	107.3	109.3	111.1
Motor vehicles and equipment..	137.8	114.0	122.0	125.9	134.7	108.7	108.1	113.0	118.1	121.4
Instruments and related products..	88.3	83.2	82.6	83.3	88.1	84.8	84.8	83.9	83.5	85.1
Miscellaneous manufacturing	101.8	95.7	95.6	97.7	100.9	98.0	96.9	96.3	96.2	97.1
Nondurable goods	109.6	102.9	104.0	106.6	108.8	105.5	105.2	104.5	105.2	105.8
Food and kindred products..	109.7	103.5	105.9	116.0	109.8	111.0	111.0	109.6	110.0	110.2
Tobacco products..	64.4	60.6	60.4	62.0	68.6	70.7	67.2	66.2	66.7	67.7
Textile mill products.	101.0	92.8	94.8	97.9	99.2	92.3	92.3	93.8	93.0	96.6
Apparel and other textile products	95.8	89.7	91.5	93.5	94.2	90.3	90.5	89.8	91.2	91.7
Paper and allied products	112.4	107.1	107.7	109.6	111.4	109.9	109.7	108.6	108.6	108.4
Printing and publishing..	127.3	122.8	121.3	121.3	128.4	124.4	123.5	122.8	122.6	122.4
Chemicals and allied products..	106.0	102.2	101.1	104.5	104.9	102.8	103.1	102.4	101.5	103.5
Petroleum and coal products..	94.2	85.8	89.8	92.4	90.1	85.9	86.3	87.0	89.9	88.7
Rubber and misc. plastics products..	131.8	119.4	120.9	123.6	130.2	121.6	119.7	119.6	120.8	122.2
Leather and leather products.	65.9	54.4	55.5	57.9	63.2	57.0	55.9	55.3	55.3	55.9
Service-producing industries..	132.5	127.6	128.7	131.7	130.3	129.4	129.0	127.9	129.1	129.8
Transportation and public utilities..	117.6	112.6	114.0	116.2	116.1	114.5	114.1	113.5	114.6	114.8
Wholesale trade...	118.1	115.0	115.8	115.7	116.8	114.2	114.3	113.4	114.2	114.5
Retail trade....	126.8	117.1	119.7	125.6	124.2	121.1	120.6	119.5	120.2	120.9
Finance, insurance, and real estate..	122.0	118.7	118.9	122.3	120.6	120.2	119.9	118.3	119.6	120.9
Services..	147.6	146.4	146.6	149.7	145.5	146.9	146.5	145.4	147.0	147.8

1/ See footnote 1, table B-2.   p = preliminary.

Table B-6. Diffusion indexes of employment change, seasonally adjusted

(Percent)

Time span	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept	Oct.	Nov.	Dec.
Private nonfarm payrolls, 156 industries1/												
Over 1-month span:												
1989	64.5	59.0	58.7	53.9	52.7	53.8	52.9	54.6	49.2	36.6	59.6	52.1
1990	58.1	58.1	52.2	48.7	52.8	48.3	46.4	47.8	45.1	41.4	40.3	42.8
1991	58.5	56.9	58.6	38.5	p/51.0	p/45.6						
Over 3-month span:												
1989	67.6	65.2	61.1	56.2	54.5	53.9	54.9	52.5	55.9	56.0	55.8	59.1
1990	58.8	59.0	54.6	50.7	48.7	49.4	45.6	43.7	40.8	37.4	35.8	35.1
1991	31.6	30.8	30.3	p/34.5	p/39.5							
Over 6-month span:												
1989	67.7	65.0	63.3	59.0	56.5	53.6	54.5	55.9	53.6	58.1	57.9	59.1
1990	56.6	55.2	55.2	51.8	47.6	44.9	42.7	38.6	37.2	34.8	30.9	28.8
1991	26.7	p/31.5	p/29.2									
Over 12-month span:												
1989	65.3	65.2	62.2	61.5	61.5	59.6	57.6	56.7	55.8	54.0	55.3	55.6
1990	54.6	54.5	51.4	48.3	46.6	43.5	40.3	35.8	34.1	30.6	p/31.9	p/28.9
1991												
Manufacturing payrolls, 139 industries1/												
Over 1-month span:												
1989	58.6	50.7	48.9	47.3	47.1	46.2	44.2	45.7	38.8	48.2	48.6	45.3
1990	46.0	51.1	41.4	47.8	41.7	39.6	43.2	40.3	38.8	34.5	27.3	33.8
1991	31.7	28.4	29.9	38.5	p/47.8	p/44.2						
Over 3-month span:												
1989	56.5	54.3	49.3	43.5	42.8	42.1	40.3	36.3	39.9	41.8	41.9	41.7
1990	45.0	43.2	45.0	38.1	38.1	37.4	35.6	31.3	27.8	23.0	21.6	16.3
1991	19.4	16.5	18.0	p/30.9	p/35.3							
Over 6-month span:												
1989	57.9	51.8	48.6	45.0	41.7	38.1	38.1	38.1	35.6	38.8	39.6	39.6
1990	39.9	36.7	37.1	40.3	32.4	30.6	24.1	20.5	21.2	17.3	16.2	11.9
1991	10.4	p/18.0	p/19.4									
Over 12-month span:												
1989	53.6	56.1	51.8	46.4	44.6	41.7	38.1	35.3	34.9	36.3	32.4	32.7
1990	35.3	33.5	31.3	29.5	25.2	20.9	19.1	14.0	12.9	10.1	p/11.5	p/11.9
1991												

1/ Based on seasonally adjusted data for 1-, 3-, and 6-month spans and unadjusted data for the 12-month span. Data are centered within the span.
p = preliminary
NOTE: Figures are the percent of industries with employment increasing plus one-half of the industries with unchanged employment, where 50 percent indicates an equal balance between industries with increasing and decreasing employment.

Senator SARBANES. Let me first just take your summary statement that the labor market has stopped deteriorating. Is it possible to make that statement and still have the unemployment rate going up?

Ms. NORWOOD. The difference between May and June in the unemployment rate is not statistically significant.

Senator SARBANES. All right. If it were statistically significant——

Ms. NORWOOD. I wouldn't make the statement, then.

Senator SARBANES. I just want to get a definitional statement. Is the definition of a deteriorating labor market one in which the unemployment rate is rising? Or could you conceive of situations in which the unemployment rate is rising in a statistically significant way in which you would say that the labor market is not deteriorating?

Ms. NORWOOD. I think I could, yes, if there were a large surge of people entering the labor force, and there was also at the same time a very large increase in the number of jobs created. That would be a different situation.

Senator SARBANES. Suppose you had a large surge of people who came into this labor market now. The unemployment rate went up. Would you say that the market wasn't deteriorating since the number of people entering the labor market in this recession has been at extraordinarily low levels, has it not?

Ms. NORWOOD. Yes, it has.

Senator SARBANES. If all of a sudden more people started coming into the labor market, presumably because they thought that maybe jobs might be found, you couldn't discount that. You would still have a deteriorating labor market, wouldn't you?

Ms. NORWOOD. You would certainly have difficult conditions, yes. You asked me, I believe, whether I could ever conceive of having a situation in which you might have an increase in unemployment——

Senator SARBANES. I guess your answer really is, well, yes, one can conceive of it, but that would be an extraordinary thing.

Ms. NORWOOD. I think it would be, yes.

Senator SARBANES. Ordinarily, a rising unemployment rate is a clear indication of a deteriorating labor market.

Ms. NORWOOD. Generally, it is. As you know, we always prefer to look at the unemployment rate over several months, because month-to-month fluctuations are sometimes due to sampling variability.

Senator SARBANES. Let me ask you this question. How much has unemployment increased in the past year?

Ms. NORWOOD. It has increased by about 2 million, actually by 1.9 million since the recession began last July.

Senator SARBANES. Two million people. I want to get a historical perspective on how an increase of 2 million in unemployed people

compares with previous recessions. That is an increase of 2 million unemployed in 11 months. Is that correct?

Ms. NORWOOD. That's correct, nearly 2 million people.

Senator SARBANES. When was the last time the number of unemployed rose by more than 2 million in an 11-month period, which is what has happened thus far in this recession?

Ms. NORWOOD. I think it would be better to look at it in percentage terms, since the labor force, even though it's growing slowly, is somewhat larger. And if you look at it in percentage terms, there was a larger increase in unemployment during the first 11 months of the 1981-82 recession, and a smaller increase in the 1973-75 recession.

Senator SARBANES. In the 1981-82 recession, in the first 11 months, did more than 2 million people lose their jobs?

Ms. NORWOOD. In July 1981——

Senator SARBANES. In the first 11 months of the recession?

Ms. NORWOOD. Yes, there were 2.7 million.

Senator SARBANES. In the first 11 months?

Ms. NORWOOD. Yes.

Senator SARBANES. OK. Has there been any other time in the postwar recessions when that has been the case?

Ms. NORWOOD. I don't have them going all the way back. I can tell you that it was not the case in the 1973-75 recession. But the 1981-82 recession was really a very serious recession, as you recall.

Senator SARBANES. It was the worst since the Great Depression.

Ms. NORWOOD. Yes, that's right.

Senator SARBANES. I am concerned because we tend to look at this unemployment figure ... of course, it is a snapshot. It is people unemployed during that month. Of course, some people might have been unemployed in December but are employed now and vice-versa.

Ms. NORWOOD. Yes.

Senator SARBANES. I am interested in how many workers over the course of a year—we are now looking at about a year's period—had suffered some period of unemployment. Do you have any figures that would indicate what fraction of the work force was affected by unemployment sometime in the past year?

Ms. NORWOOD. We don't have those data yet, but it's generally 2½ to 3 times the average monthly unemployment level. Tom says it could be around 25 million.

Senator SARBANES. Twenty-five million were touched by unemployment in this year.

Ms. NORWOOD. We don't know exactly yet, but it could be around that level.

Senator SARBANES. Out of a work force of how many? About a hundred and some million?

Ms. NORWOOD. Yes.

Mr. PLEWES. Well, it's larger, sir, when you add up all the people who are in the work force at sometime during the year. It could be in the 135 to 140 million range, I think. I'm looking up some past numbers now. Excuse me.

Ms. NORWOOD. The civilian labor force in June was about 126 million, seasonally adjusted.

Senator SARBANES. Do you have any data on the number of families that have at least one family member who is unemployed?

Ms. NORWOOD. We do have those data. We don't have them current for this month. Those are our quarterly data. We can give that to you in a moment.

Senator SARBANES. That figure would be higher than the unemployment figure, would it not?

Mr. PLEWES. I'm not finding the number. [Pause.] In the first quarter of this year, unemployment affected about 9 percent of all families.

Senator SARBANES. And that was an unemployment rate at about 6.5 percent.

Mr. PLEWES. That's correct.

Senator SARBANES. So, now we have an unemployment rate at 7 percent. Is it reasonable to think that——

Mr. PLEWES. That's 6.2 million families. Excuse me, sir.

Senator SARBANES. Pardon?

Mr. PLEWES. 6.2 million families were touched by unemployment in the first quarter.

Senator SARBANES. And that was 9 percent of all families?

Mr. PLEWES. That's correct.

Senator SARBANES. Is it reasonable to assume, with the rate going to 7 percent today, that better than 10 percent—one out of every ten families—has been or would be affected by unemployment?

Ms. NORWOOD. It's possible.

Mr. PLEWES. Close to it at least, sir.

Senator SARBANES. Well, now, the Conference Board says that they estimate that one out of every five families have suffered some unemployment during the past year. Now you've just told me that you think it is reasonable that at the moment, on the basis of this snapshot for this month, one out of every ten families in America is currently being affected by unemployment—one out of every ten families in the country.

Would you say that the Conference Board's estimate that over the course of the year unemployment has affected one out of every five families in the country, would be reasonable? Do you have any figures that would show that?

Ms. NORWOOD. We don't have any figures of that kind. And we're not very familiar with the particular definitions that were used by the Conference Board.

As you well know, Senator, we've discussed many times that the unemployment rate is not a very good measure of employment hardship. It is a measure of labor availability—that is, the supply of labor, of people looking for jobs. People are counted as employed and, therefore, out of the unemployment ranks if they have worked at any time during the survey week. We know that people who are working part-time or who are working at low wages may in fact be in just as much, or perhaps more hardship, than those people who are actually classified as unemployed. So, I think we need to be a little bit careful about just focusing on the unemployment numbers as measuring hardship.

As you know, we do a report on labor-market-related hardship each year, based upon the March supplement to the Current Population survey. And that shows that the range of problems is considerably wider than just the number of people who are looking for work at any particular time.

Senator SARBANES. Commissioner, you have a marvelous ability to anticipate where people are going. In fact, that comment leads me right into my next line of questioning.

The first point I wanted to develop was that, even taking the unemployment figure itself, if you probe a bit, you find that the amount of hardship connected with the unemployment figure itself is higher than it might otherwise appear. In other words, a 7 percent unemployment figure is 7 percent for the current month. But the number of people who experienced unemployment over the past year would be higher than 7 percent. And the 7 percent figure for the current month, if you relate it to families that have been touched by unemployment, is higher and, by what we regard as a reasonable estimate here, would be about one out of every ten families.

Now let me ask this question. I have a perception that this unemployment rate in this recession is, in effect, being understated, or is less than it otherwise would be, because the labor force has not been growing in this recession. In other words, people are not entering the labor force. They are not looking for a job.

Now, Commissioner, the figures I have looked at indicate that during the first 11 months of the 1973-75 recession, the labor force grew by 2 percent, that in the first 11 months of the 1981-82 recession, the labor force grew by 1.4 percent. Are those figures accurate?

Ms. NORWOOD. They sound correct, yes.

Senator SARBANES. The first 11 months of this recession, by how much has the labor force grown?

Ms. NORWOOD. About seven-tenths of a percent.

Senator SARBANES. So, it grew 2 percent in 1973-75, 1.4 percent in 1981-82. And this recession has only grown by seven-tenths of a percent.

Ms. NORWOOD. That's correct.

Senator SARBANES. Now, I know there are some demographic changes taking place. In other words, the changes in the age profile of our Nation's population. Taking the demographics into account, what would have been regarded as normal annual growth in the labor force for the past year? If I had asked you a year ago, or 18 months ago, by how much would you expect the labor force to grow in this year of recession, what percentage figure would you have given me?

Ms. NORWOOD. Probably, somewhere between 1 and 1.5 percent, if I had known there was a recession. We are projecting——

Senator SARBANES. So, we have had a low labor force growth far below what we would have expected.

Ms. NORWOOD. Yes. That's right.

Senator SARBANES. What has happened to the participation rates of the labor force since July 1990, compared with participation rates in the two previous recessions that I have mentioned?

Ms. NORWOOD. In the two previous recessions, the participation rates went up slightly, about a tenth of a point. In this recession, the participation rate declined slightly, by about a tenth of a point.

Senator SARBANES. Do you have any explanation for why participation has declined in this recession?

Ms. NORWOOD. I think one phenomenon that seems to be developing is that there are fewer women and teenagers who are entering the labor force. And whether that's a change in behavior or whether it's just related to the recession, I think will take some further time to tell.

Senator SARBANES. If the labor force participation rate had not declined since last July, how many more people would now be in the labor force?

Mr. PLEWES. If the participation rate had stayed where it was in April 1990, before it started declining, we'd have a civilian labor force of about 126 million, in that range, versus the number we reported today.

Ms. NORWOOD. 125.6 million in June.

Mr. PLEWES. The labor force would be about 500,000 larger or more if the participation rate had not declined.

Senator SARBANES. What would the unemployment rate have been in June if we had had that larger labor force number?

Mr. PLEWES. All things equal, about 7.3 percent, although that would be based on the very unlikely assumption that all of the additional workers would be jobless in June.

Senator SARBANES. OK.

Ms. NORWOOD. Of course, it also would have depended on the composition of that unemployment, because we have fewer teenagers who have very high unemployment rates.

Senator SARBANES. I know this is a rough and ready calculation.

Ms. NORWOOD. Very rough.

Senator SARBANES. I appreciate the use of the phrase, "all other things being equal."

You have testified this morning that you would have projected about a 1.2 percent labor force growth this year. If we had had a 1.2 percent labor force growth since last July, instead of seven-tenths of a percent ... I'm taking about the middle range. You said 1 to 1.5 percent. Let's take the middle range, 1.25 percent. We had a 0.7 percent growth. If the labor force had grown at 1.25 percent, what would the unemployment rate have been in June?

Ms. NORWOOD. It probably would have been, all other things being equal, close to 7.5 percent.

Senator SARBANES. If it was at 7.5 percent, when was the last time we had an unemployment rate at 7.5 percent?

Mr. PLEWES. August 1984.

Senator SARBANES. All right, and this is July 1991. That is 7 years. So, in effect, but for this extraordinary drop-off in the growth of the labor force, if we had had normal labor force growth and the job loss that we have experienced over the past year, the unemployment rate would be the highest it has been in 7 years' time.

Ms. NORWOOD. It's clear that the slow-growing labor force has provided downward pull on the unemployment rate. There's no question about that. I can't agree to specific numbers because of all the compositional changes, but there's no doubt about the fact that if the labor force grows more slowly, there can be a downward pull on the unemployment rate.

Senator SARBANES. My perception is that people are being, in effect, traumatized out of the labor market to begin with. The *New York Times*, in an article on June 24—after interviewing guidance counselors, economists, demographers, and the parents of students graduating this summer—said, "A generation of young people has been pushed into the harshest economic climate any high school class has faced in at least 25 years."

Now my understanding is that the labor force participation rate for teenagers has fallen more than for any other age group. Is that correct?

Ms. NORWOOD. Yes.

Senator SARBANES. Doesn't that suggest that the deterioration in the job market, as they perceive it, has been so substantial that, in effect, they have dropped out of the job market?

Ms. NORWOOD. It's clear that part of the reason for the drop in labor force participation rates for youths in this country is that the industries in which they traditionally have found jobs, particularly retail trade, have not been doing very well. And that may mean there are fewer job opportunities available for these youths.

But one thing that is extremely puzzling, Mr. Chairman, is the fact that the teenage group of discouraged workers—that is, those teens who have

told us that they want to work, but have not been looking for work because they don't think a job is available—is, in fact, much less than it was in previous recessions. It's only about half the size of the group from the 1981-82 recession.

Senator SARBANES. You mean at the same point in the recession?

Ms. NORWOOD. Yes.

Senator SARBANES. At the same time period in the recession.

Ms. NORWOOD. That's right. It's puzzling. It may be that since discouragement is a state of mind, it's not very easy to measure, but we are measuring it in exactly the same way we did before. It may be that many of those teenagers are deciding that it is more important to stay in school, or that their view of where work fits into their life has changed. I don't know, but with time the picture may become clearer.

Senator SARBANES. Commissioner, I am searching as you are for an explanation. I am becoming increasingly concerned that there is some disconnect between what is happening at the grassroots, in terms of what people are experiencing and not so much the figures you are reporting, because I am trying to develop these figures out as I think they reasonably can be developed, to show that the situation is much more serious than people are prepared to assume it is.

The standard line by the Administration and in this town has been that this is a short and shallow recession. It is not, in my view, short and shallow, and a lot of what is happening at the grassroots, it seems to me, supports that perception.

Let me turn to the unemployment rate. We have now developed the fact that if the labor force had grown over this past year as you would have anticipated the labor force to grow, the unemployment rate today would be 7.5 percent, which would be the highest we have experienced in 7 years.

Now let me ask about the discouraged workers and those working part-time who want to work full-time. You publish each month, in addition to this official unemployment rate, other measures of unemployment. And as I understand it, the most comprehensive of these, which you label U-7, adds discouraged workers, plus one half of part-time job-seekers, and those who are working part-time for economic reasons. Is that the most comprehensive of the unemployment rates that you give us?

Ms. NORWOOD. Yes.

Senator SARBANES. If one is really trying to get a complete picture of the unemployment situation and the amount of hurt that exists out in the economy, I take it that we would look at that figure. What was that figure in the first quarter of this year? (See chart on following page)

Ms. NORWOOD. In the first quarter, it was 9.8 percent. In the second quarter, it was 10 percent.

COMPARISON OF UNEMPLOYMENT RATES
Official vs. Comprehensive (U7)
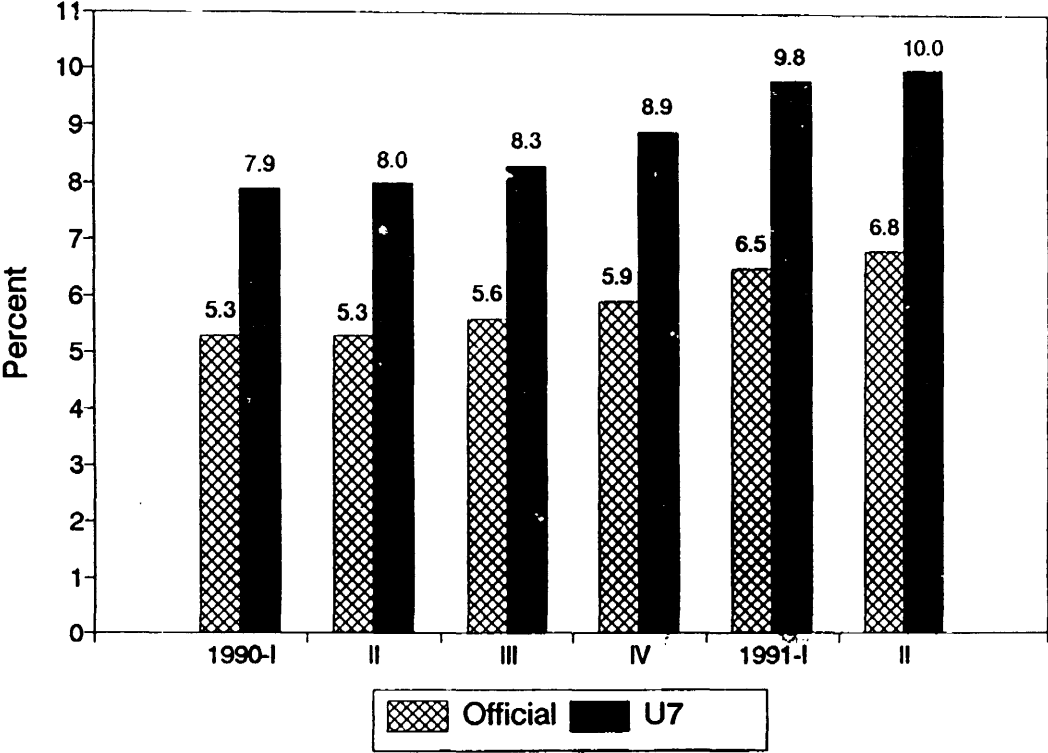
Senator SARBANES. So in the quarter that we have just gone through, that figure is at 10 percent.

Ms. NORWOOD. That's correct.

Senator SARBANES. That figure is individuals, I take it. That isn't a figure of how many families would be touched by unemployment.

Ms. NORWOOD. No, that's individuals.

Senator SARBANES. What would the family figure be? Do you have any idea?

Ms. NORWOOD. I don't know that.

Senator SARBANES. All right. Wouldn't this figure actually give us a more comprehensive measure of the hardship to working people?

Ms. NORWOOD. As you know, we do not include discouraged workers in the official unemployment rate, in part, because we feel that discouragement is an extremely difficult thing to measure. It's what we in the survey business tend to call "soft" data. It's essentially a state of mind, and it's very difficult to measure a state of mind. We have always tried as a statistical agency to measure a factual situation. On the other hand, we provide a full range of data for the public to use in analyzing the employment situation.

So, for that reason, what we decided to do many years ago was to start publishing data that show the whole spectrum of unemployment. Some people believe that only persons who are unemployed for a long period of time are in very much hardship. Our U-1 measure, which includes only those unemployed for 15 weeks or longer, is really very low. And the range of measures goes all the way up to U-7, which is the most all-inclusive that there is.

Senator SARBANES. I want to try to get a handle on this, because I think it is a very important point that needs to be developed. This is the first quarter of 1990, and we're running through the second quarter of 1991. This is the unemployment figure that you report, which is now at 7 percent.

Ms. NORWOOD. That's correct, 7 percent in July.

Senator SARBANES. We see this sort of increase in that figure. This is the more comprehensive figure that you have just been talking about. What was that at the beginning of the recession?

Ms. NORWOOD. It was 8.3 percent in the third quarter of 1990.

Senator SARBANES. 8.3 percent. And that figure now has moved up to 10 percent. Is that correct?

Ms. NORWOOD. Correct.

Senator SARBANES. What do you learn from how this has been increasing compared with how this is increasing? Does it tell us anything about how the labor market is working?

Ms. NORWOOD. Those bars ... I assume the red ones are really the official unemployment rate.

Senator SARBANES. That is the official rate. And this one that goes up here——

Ms. NORWOOD. You know, they both edged upward. The U-7 started at 8.3 percent on that chart. That's pretty high. And it has gone up probably proportionately, about the same as when we went from 5.6 percent to 6.8 percent in the official unemployment rate. All those unemployment rates tend to follow the same general trend. There is a big difference in level, no doubt about that. But the trends are similar, quite similar.

Senator SARBANES. I would like to look for a moment at the people who have been unemployed for more than 26 weeks. The reason I want to do that is because of the way the unemployment insurance system is working in this recession. For most people, the benefit period has been limited to 26 weeks. That is in marked contrast with previous recessions when unextended benefits of an additional 13 weeks kicked into place, so that people had support for 39 weeks and in some recessions, indeed, for another 13 weeks on top of that. So that the period for paying the unemployment benefits more or less paralleled the period of the recession. When people exhausted their benefits, at least they were then trying to find a job in an improving labor market.

The situation we have now is that people lose their jobs, they get unemployment insurance, which they are entitled to. It is a system that we have established. The employers pay the taxes for that purpose. It is designed to help workers and their families get through this period. The benefits run for 26 weeks. The recession has extended well beyond 26 weeks. You have a worker who draws the benefits, exhausts the benefits, and then is continuing to try to find a job in a labor market that has worsened, not improved, that is not on the upswing.

How many individuals were unemployed 26 weeks or more in June?

Ms. NORWOOD. 1.2 million were unemployed more than 26 weeks.

Senator SARBANES. 1.2 million? What was the figure a year ago for workers unemployed for 26 weeks?

Ms. NORWOOD. About 700,000. A little less than 700,000.

Senator SARBANES. It has not quite doubled in a year's time. When was the last time we had such a large increase in long-term unemployment?

Ms. NORWOOD. Long-term unemployment always increases during a recession, and then continues upward for a while after it. So, it would go back to about 1986. We had 1.2 million in the latter part of 1986.

Senator SARBANES. I am not looking at the absolute figure. I am concerned about the increase in the number. When did we last have in a year's time this kind of percentage increase in the long-term unemployed—not quite double, but almost a doubling of the long-term unemployed in an 11-month period. When did that last happen?

Ms. NORWOOD. I would want to check that more carefully, but I think probably 1982, 1981-82.

Senator SARBANES. We are back to that severe recession that was comparable to the worst we have had since the Depression.

Now, I want to examine this point you made that the long-term unemployment will grow even if the economy begins to recover. This chart shows previous recessions, the figures between these lines, and this is the long-term unemployed. This chart shows that in 1973-75, that even when technically we were out of the recession, the number of long-term unemployed continued to go up. (See chart on following page.)

Ms. NORWOOD. That's correct.

Senator SARBANES. The same thing happened here in 1979-80, it continued to go up. And the same thing happened in 1982 when we technically came out of the recession. And then we see over there, what is happening in 1991, where we have the long-term unemployed moving up this way. Why is that? Why does the long-term unemployed continue to go up, even though technically we come out of a recession?

Ms. NORWOOD. That's because, as the country moves into a recession, employers begin to lay people off. At the beginning of a recession, they lay off the people who either were last hired and have the least seniority, or the people with the lowest skills. As they move further into a recession and continue to lay off people, they gradually let go of their more critical workers. As the economy begins to turn, the employer will try to expand his production by bringing back his most experienced workers first. So the shorter term unemployed are generally called back first, and the people who were laid off first have to wait the longest to be recalled. So, usually after a turn-around in the business cycle, the long-term unemployment continues to move upward for some months.

Senator SARBANES. Let me ask you this. In the past, the long-term unemployed continued to grow significantly.

Ms. NORWOOD. That's correct.

Senator SARBANES. In other words, after we moved out of the recession, even when the recovery in the growth of GNP was very strong, we came out of the recession. We had rather rapid growth in GNP; in some instances, a 4 to 6 percent increase in GNP. Even those who are talking about this downturn being short and shallow, with which I very strongly disagree, even they are not predicting that we are going to come out of the recession with rapid growth of the sort that was experienced in the previous recessions. In fact, they are talking about very weak—the terms weak, anemic, lackluster are used in terms of anticipating how the economy is going to move.

If that should be the case, would you expect the number of long-term unemployed to continue to rise for a longer period of time than was experienced in past recessions?

LONG-TERM UNEMPLOYED
Number Unemployed 27 Weeks or More
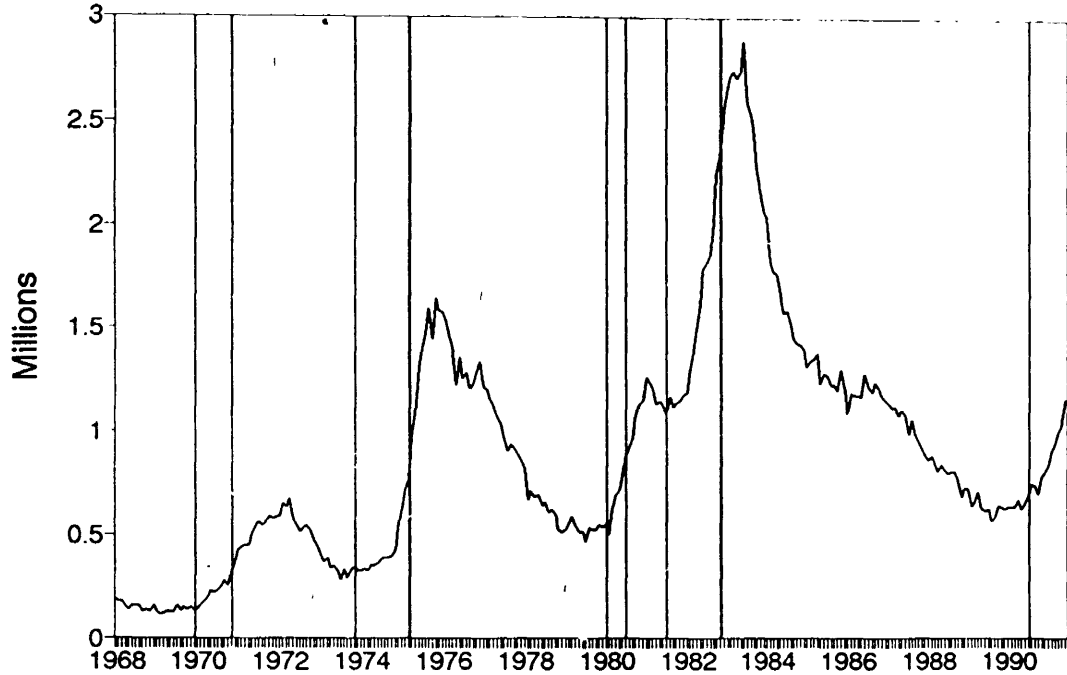
Lines Represent Business Cycle Peaks and Troughs

Ms. NORWOOD. It's possible they will be called back as production increases. And if production increases slowly, there will be less need for a rapid recall.

One of the things that's also interesting is what's happening to working hours. There seems to be evidence that hours are quite high for this period of a recession. It seems that employers are being very wary about bringing people back. They want to be sure that things have really turned around enough, and that their orders are really robust before bringing in new employment.

Senator SARBANES. Could the GNP start to grow—the GNP has been dropping in these quarters this year. Could the GNP start to grow and the unemployment rate continue to rise?

Ms. NORWOOD. That's possible. It depends on how much growth.

Senator SARBANES. If it was at low levels.

Ms. NORWOOD. It depends on how much economic growth and how much growth in the labor force, of course.

Senator SARBANES. How much would GNP have to grow in order for the unemployment rate not to rise?

Ms. NORWOOD. We don't know that for a fact. There is the rule of thumb that some people have used that says 2.5, 3 percent. But I think there have been a number of structural changes in the economy that make one feel—at least me feel—that that relationship needs to be looked at again.

Senator SARBANES. We could have a situation, though, in which GNP started to grow modestly, weak, anemic. Some of these orders were up. You get these kinds of factory orders up. Then you get stories like, "U.S. Sinks Deeper into Massive Debt," "Improved Trade Doesn't Change Debtor Status," and so forth. But you could have a situation in which GNP started to grow weakly. People said the recession is over with. Technically, that would be correct that the recession was over with. And yet, the unemployment rate could continue to go up. Could that be the case?

Ms. NORWOOD. That's certainly possible, depending on whether there was an increase in the labor force, and of what magnitude. It's clear that long-term unemployment——

Senator SARBANES. An increase in the labor force would not have to be bigger than what you anticipated. It could still be less than you anticipated but help to contribute to that situation, since it has dropped off so much from what one would have expected.

Ms. NORWOOD. It's possible.

Senator SARBANES. If that happens, this long-term unemployment situation is going to be a lot worse than we have seen in previous recessions. Wouldn't that be the case?

Ms. NORWOOD. I'm not sure that one can be sure of that. There are so many variables in this picture.

Senator SARBANES. Are we in danger of losing workers permanently from the labor force if a slow recovery continues to keep jobs hard to get?

Apparently, what's happening now is rather than hiring people back, they are working the people that have jobs longer. That's why you made the point about the work hours. Is that correct?

Ms. NORWOOD. That's correct, especially in manufacturing.

Senator SARBANES. The participation rate is way down for young people. The labor force growth is way down. Even those who think we are going to come out of this recession imminently don't expect us to come out of it in any sort of fast-moving pace. So that you have a labor market situation that is going to continue to hit people hard as we look ahead. Wouldn't that be the case?

Ms. NORWOOD. I believe that there may be some changes in the structure of the labor market that makes it difficult to generalize. I think there are some groups of the population that are having greater difficulty.

Those people who are more highly educated, and some of those young people who have left the labor force to enroll in school, will have an easier time. But I think we have very serious structural problems that we have to pay some attention to.

Senator SARBANES. The papers are full of stories these last few days, because for many states and cities it is the end of their fiscal year.

Ms. NORWOOD. Right.

Senator SARBANES. They are confronting the problem of putting budgets into place. The stories are invariably of very significant lay-offs in state and local government employment. Thus far, what does that sector show in terms of its contribution to the unemployment figures that you have brought us this morning?

Ms. NORWOOD. Local government employment is down slightly in June, but not a great deal. Except for June, local government employment has been showing continued growth during this recession.

Senator SARBANES. What about state government?

Ms. NORWOOD. It's held about even since the beginning of this year.

Senator SARBANES. Therefore, we have to anticipate that if these stories that we are reading take place in enough states and cities across the country, the unemployment figures in the coming months are going to be pushed upwards by the lay-offs, which are projected to take place in state and local governments.

Ms. NORWOOD. We have a number of states right now with employees on leave without pay. So I think——

Senator SARBANES. Is such an employee considered unemployed when you do your survey?

Ms. NORWOOD. No. He would be classified in the household survey as with a job but not at work. So, he would be counted as employed in the

household survey. That's another reason why calling the unemployment rate a hardship measure can be misleading.

Senator SARBANES. That's interesting.

Ms. NORWOOD. It is an important concept in the household survey.

Senator SARBANES. So, you could survey someone who is not getting paid but technically has a job. They would be listed as employed, not unemployed. Is that correct?

Ms. NORWOOD. That's right, so far as the household survey is concerned.

Senator SARBANES. I want to turn to how the system is working in terms of trying to deal with the distress of this recession.

What we have developed here this morning is that, first of all, this official figure is understated in comparison with past official figures because of the unexpected and not easily explainable drop in the labor force, and also because of the drop in the participation rates. If those were in effect normal, we would be at about 7.5 percent unemployment. Second, the amount of harm or hurt that is being felt is understated, because this isn't the comprehensive unemployment figure. That figure for the second quarter is 10 percent, the comprehensive figure that includes the part-time workers, discouraged workers, and so forth.

Now the next question is, seeing the substantial distress in the labor market, what are we doing about it in terms of the unemployment compensation system, which is our first line of defense to try to provide some support for workers and their families when they run into an economic downturn and lose their job through no fault of their own. The system doesn't apply if they are at fault. It is through no fault of their own. It is because of the workings of economic conditions.

This chart shows the number of workers who have exhausted their regular unemployment benefits, having been unemployed for more than 26 weeks. (See chart on following page.) The pattern from past recessions is that this number goes up even after the recession is over. This was a recession period. The number of those exhausting their regular benefits, the 26 weeks, went up during that recession, then kept going up after the recession, and then came down. In fact, we came out of that recession, as I recall, with very rapid growth in GNP. So, you had a fairly fast-moving economy to help bring this down. The same thing occurred in the 1981-82 recession, again where it went up and kept on going before it started down. And of course, now we see that in this recession, it has been rising.

Do you expect this pattern to continue with this recovery? Would you expect, even when we come out of this recession, that the number of workers who have exhausted their regular unemployment benefits would continue to rise?

Persons Exhausting UI Benefits
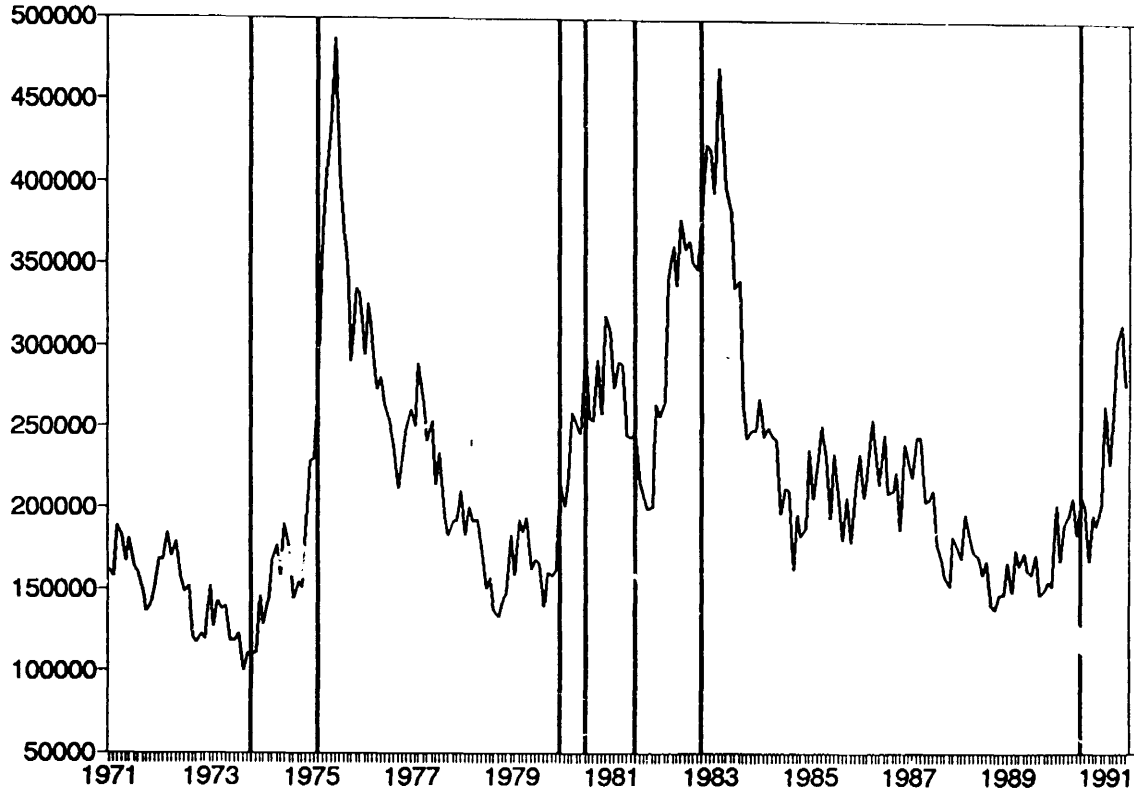
Lines Represent Business Cycle Peaks and Troughs

Ms. NORWOOD. I would expect that the number of exhaustees would most likely follow the pattern of change in long-term unemployment for a while. So that as the number of long-term unemployed gets larger, one would expect that there might be more people who exhaust their benefits.

Senator SARBANES. Right. And if the economy doesn't come out of the recession and grow at a fairly rapid pace, we can expect the number of long-term unemployed, on the basis of our previous discussion, to rise more than in past recessions, because it doesn't have the benefit of a strongly growing economy to bring that number down. Would that be the case?

Ms. NORWOOD. That could certainly be. And as you know—in the past at least—with past business cycles, the more shallow the decline, the weaker the recovery; and the deeper the decline, the stronger the recovery. Now, I don't know whether the past is going to hold in the future, but that has been the past business cycle——

Senator SARBANES. Well, except this decline has not been weaker than the average of the postwar declines.

Ms. NORWOOD. It depends on which measures you look at.

Senator SARBANES. And yet, it has been anticipated that the recovery will be weaker.

Ms. NORWOOD. Yes, in part because, as you say, those people who are projecting a weak recovery generally feel that the decline has been less severe than in the past. If the decline is as severe as you have pointed out, as it has been in the past, then that would tend to go along with those scholars who foresee a more vigorous recovery.

Senator SARBANES. Well, in the past recessions, we have responded to the problem of rising long-term unemployment.

Ms. NORWOOD. That is correct.

Senator SARBANES. Therefore, the exhaustion of unemployment insurance should be linked by giving the long-term unemployed additional extended benefits. In other words, we have said, all right, we have a difficult situation here, and we are not going to do just the basic 26-week program. We are going to add on to that program and provide some extended benefits in order to help carry you through a recession.

Now, this chart shows that we are providing hardly any extended benefits in this recession. (See chart on following page.) This shows the persons receiving extended unemployment insurance benefits. This is the 1974-75 recession. This is 1981-82. It then trails off, and you have just a little rise over there in terms of extended benefits.

Now, how many unemployed in the 1981-82 recession received extended benefits? Do you have that figure?

Ms. NORWOOD. In mid-April of 1981, there were about 335,000 on extended benefits.

Persons Receiving Extended UI Benefits
Monthly Average
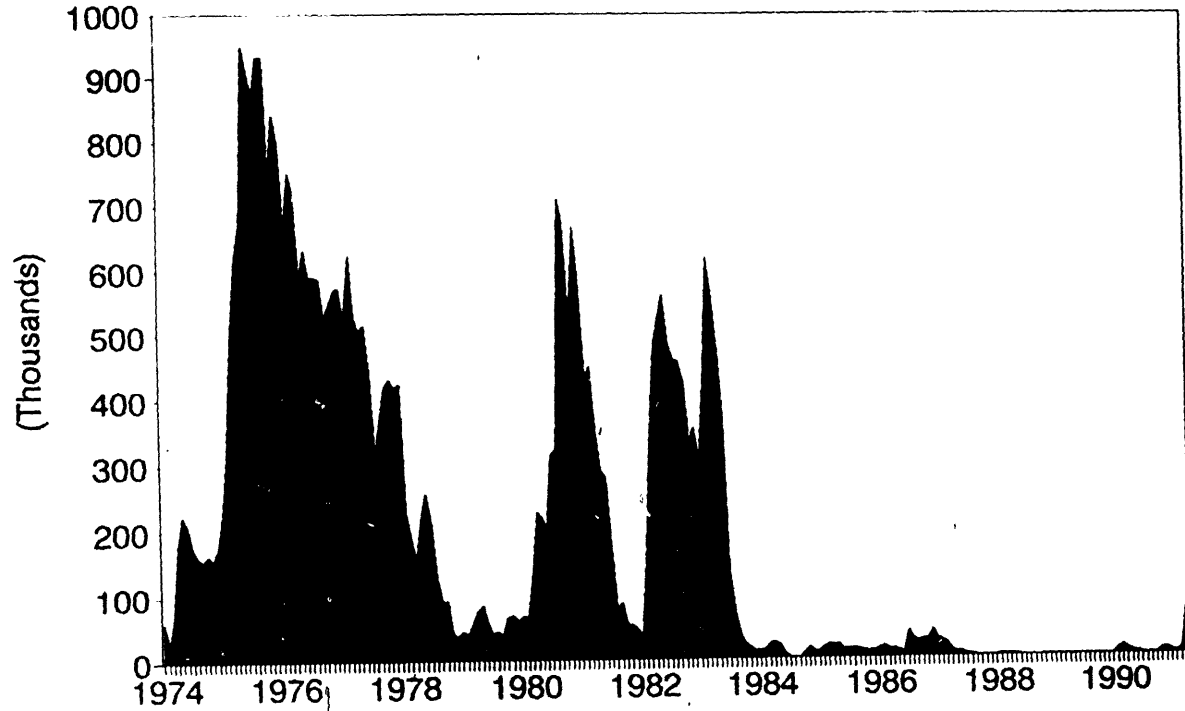
Note: Excludes FSB and FSC recipients.

Senator SARBANES. How many are receiving unextended benefits today?

Ms. NORWOOD. Today, about 100,000 are receiving extended benefits. About a third of the 1981 number.

Senator SARBANES. The number of people receiving extended benefits has been sharply reduced.

Do you have any information on how individuals support themselves after their benefits are exhausted?

Ms. NORWOOD. No, we don't. We did some years ago propose a special program to try to find out what happened to these exhaustees, but we never have been able to mount it.

Senator SARBANES. You never, what?

Ms. NORWOOD. We've never been able to mount it.

Senator SARBANES. Now the extended benefits——

Ms. NORWOOD. One other point that I think should be kept in mind is that some of the people who experience unemployment live in families where other people are employed. In the second quarter of this year, about 70 percent of the unemployed who lived in families had at least one other family member who was employed. The difficulty is that in some types of families, particularly the single-parent family, there usually is no other person employed, and those are the people who are most at need.

Senator SARBANES. I missed that.

Ms. NORWOOD. According to our most recent data, about 70 percent of the unemployed who live in families have at least one person in the family working, which helps at least to cushion the problems of unemployment. The difficulty is that when you look at unemployment by family type, you find that in the cases where there are single-parent families there often is not another employed person if the parent is unemployed.

Senator SARBANES. Of course, I understand you're giving me a factual statement, but there are some people who give that factual statement to suggest that because someone else in the family is working it is not such a serious situation for that family.

Ms. NORWOOD. My response was to your question about, do we have any idea how they are managing. And all that I was saying was that in 70 percent of the cases, there is still some income, maybe much smaller income, but there is some income still coming in from work.

Senator SARBANES. That is right. I appreciate that, but my view of that is that that only helps to prevent a disaster from becoming an absolute catastrophe.

Ms. NORWOOD. That may be the case.

Senator SARBANES. I also think much of the research that has been done about the kind of family stress and internal tension, even family violence, is related to not only the loss of income—I mean, what is happening is that in order to sustain a standard of living, both husband and wife work, even children work, in order to sustain the family, this standard of living.

One or more of them loses their job. They come under tremendous pressure because they no longer have the income to carry the standard of living. They also then have tension that is set loose within the family.

Ms. NORWOOD. That's correct.

Senator SARBANES. Sometimes the parents are not working. The child is still working. The child still has the job at the convenience store or the fast-food carry-out. Imagine what that does to the family dynamic when they are confronted with that situation.

The parents are entitled to unemployment insurance because they have worked. They lost their job through no fault of their own. They are not supposed to bear the brunt of that. Then, their unemployment insurance runs out. So, they don't even have that income support. In fact, their unemployment insurance is running out, and the extended benefit trust fund is building up these balances. I think this is absolutely extraordinary. Employers pay taxes into a trust fund for extended benefits. That is an additional 13 weeks on top of the 26 weeks.

Now we have developed here this morning that that is highly relevant because the number of people unemployed for more than 26 weeks is growing. It is increasing. We are providing fewer extended benefits in this recession than in previous recessions. In fact, you gave me a figure in 1981-82 of about 300,000 drawing extended benefits. But at the depth of the recession, wasn't the figure much higher than that?

Ms. NORWOOD. It may have been. We don't have that.

Mr. PLEWES. Yes, that was correct. There were about 900,000 in mid-1983.

Senator SARBANES. How many?

Mr. PLEWES. About 900,000, sir.

Senator SARBANES. 900,000.

Ms. NORWOOD. Yes.

Senator SARBANES. And there are about 100,000 in this recession?

Mr. PLEWES. That's right.

Ms. NORWOOD. That's correct. Slightly less than that.

Senator SARBANES. Employers pay into this trust fund for extended benefits. The test for applying extended benefits has been made so difficult that in most states extended benefits are not being paid, even though I think ... how many states have an official unemployment figure in double figures? Are there any such figure?

Mr. PLEWES. None in April on a not seasonally-adjusted basis. I'll have to look at the rates.

Senator SARBANES. Well, 7 percent is the national unemployment figure. Of course, there are states that are well above that figure.

Do we have any state breakdowns on unemployment figures?

Mr. PLEWES. Yes.

Senator SARBANES. Where is that in your table, your state table?

Mr. PLEWES. You only have the 11 largest states before you, sir, in our Table A-10.

Senator SARBANES. Yes, A-10.

Ms. NORWOOD. We do know that there were eight states that were in extended benefit status. But in June, two of those eight subsequently triggered off. So, there are six states with extended benefits applied.

Senator SARBANES. Who triggered off?

Ms. NORWOOD. Michigan and Massachusetts.

Senator SARBANES. And when did Michigan trigger off?

Ms. NORWOOD June 15. And Massachusetts, June 29.

Senator SARBANES. What is the unemployment rate in Michigan today?

Ms. NORWOOD. 9.1 percent.

Senator SARBANES. What is it in Massachusetts?

Ms. NORWOOD. 9.5 percent.

Senator SARBANES. 9.5 percent, and they have triggered off extended benefits. Now what kind of extended benefit program is that? You don't run the extended benefit program, but I'm just making this observation.

Ms. NORWOOD. Well, it's the Congress that——-

Senator SARBANES. You have 9.1 percent in Michigan, 9.5 percent in Massachusetts. Massachusetts was at 9.7 in March; Michigan was at 10.7. And they have triggered off extended benefits.

Now, there is the extended benefit trust fund balance. You see these enormous balances in the extended benefit trust fund.

We have legislation pending in the Congress to try to do something about this. Congressman Downey of the House Ways and Means Committee is trying to move a piece of legislation, and Senator Bentsen has expressed an interest here in the Senate Finance Committee. We are trying to get the Administration to be supportive of this effort in order to address this problem, because we are not paying out extended benefits. In fact, the employers are continuing to pay their taxes into the trust fund. The surplus is growing right during a recession.

I guess this is a policy question. You really shouldn't answer it. But is there any rationale that would justify building up a surplus in an unemployment insurance trust fund in the middle of a recession? I can't think of any rationale that would justify doing that.

Ms. NORWOOD. It's the Congress, Senator, who——

Senator SARBANES. They asked the Secretary of Labor about that when she was testifying before the Finance Committee, about these growing surpluses in this trust fund. I have great affection for the Secretary. I have known her from her service in the House. She said that, well, she thought it was a good thing. It showed that the fund was solvent. Well, of course, it does show that, but the purpose of the fund is not simply to be there. It is to be used when circumstances require its being used. (See chart on following page.)

Extended Benefit Trust Fund Balance*
In Millions of Dollars
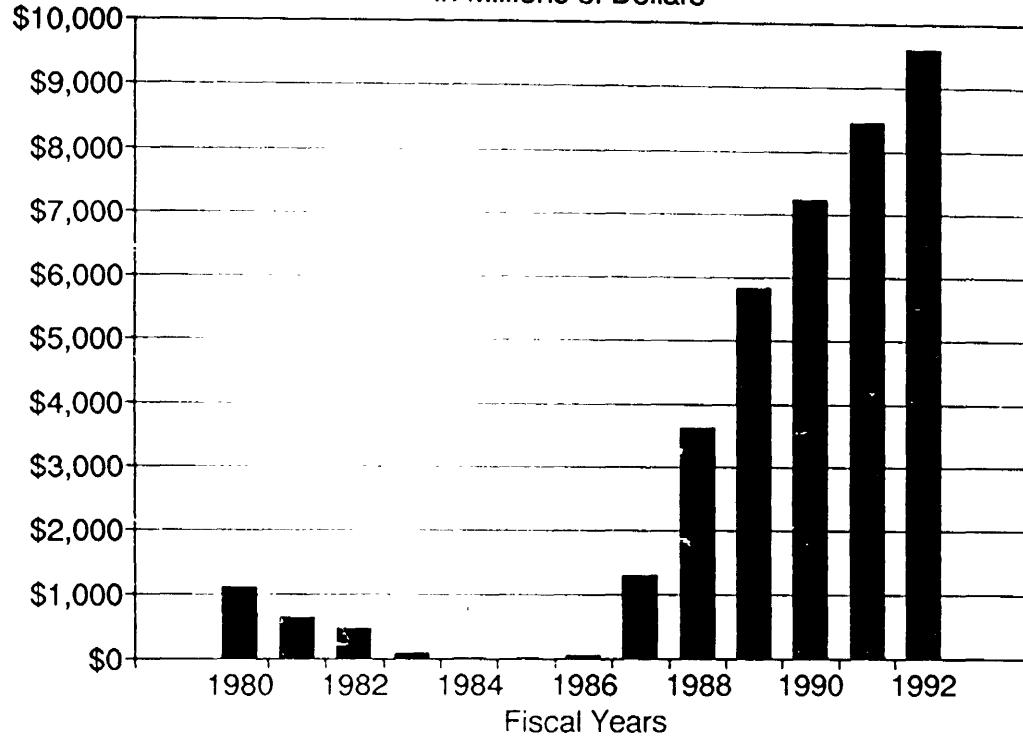
* Excludes transfers to loan account.

I was asked about her comment and I said, well, she reminded me of the librarian who, when asked how things were at the library, she said, just wonderful. Every book is on the shelf.

How many workers are without jobs right now? Almost 9 million?

Ms. NORWOOD. 8.7 million.

Senator SARBANES. 8.7 million. Of them, 1.2 million have gone without work for more than 26 weeks. Is that correct?

Ms. NORWOOD. That's correct.

Senator SARBANES. And another 1.4 million have been unemployed for more than 15 weeks, but less than 26 weeks. Is that correct?

Ms. NORWOOD. That's right.

Senator SARBANES. Well, Commissioner, we have gone on at some length, but I must say that I find this report this morning deeply disturbing. When one starts developing its implications, you can't help but conclude that the amount of hurt that is being experienced across the country by the unemployed and their families is very, very significant. The numbers affected are more than people would be led to believe by the number of the unemployment rate, which I think understates the amount of hurt that exists in the economy. We obviously need to respond to this situation, and I hope that that will be possible in the weeks ahead.

We thank you and your colleagues very much for your testimony this morning.

Ms. NORWOOD. Thank you very much.

Senator SARBANES. The Committee is adjourned.

[Whereupon, at 10:59 a.m, the Committee adjourned, subject to the call of the Chair.]

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