

Special Labor Force Report

Work Experience of the Population

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A RISE in manpower requirements during 1966 enabled 1.7 million more men and women than in 1965 to work at year-round full-time jobs. For the first time, the number of persons working the entire year at full-time jobs reached 50 million. Almost half (47 percent) of the advance was among women, who constituted only 40 percent of the annual labor force. The 900,000 increase in year-round full-time employment of men was accompanied by a substantial reduction in the total working full time 27 to 49 weeks during the year. For women, however, the expansion was part of a rise in the number who started to work during the year; the number of women who worked full time for less than half the year also increased during 1966. As in other years, a much smaller proportion of Negro than white workers were employed at full-time jobs all year; between 1965 and 1966 this gap did not narrow significantly.¹

Part-time employment also expanded during the year. About 16 million persons worked at part-time jobs in 1966, over 600,000 more than during the previous year. About three-fourths of this increment, particularly among the women, were persons who worked year round.

These developments largely explain the reduction in unemployment during 1966. The number of persons who had 1 week or more of joblessness during the year fell by 750,000 to 11.4 million. The number of men with unemployment during the year dropped by 11 percent and was largely attributable to the continuing demand for year-round workers. On balance, greater manpower requirements did not reduce unemployment among women but rather drew significant numbers of them into the labor force.

Most of the improvement in unemployment oc-

curred among those who had been jobless for a total of 15 weeks or more; this number fell to about 2.7 million, about 700,000 fewer than in 1965. Unemployment did not decline in all duration groups, however. The number of persons out of work for fewer than 5 weeks rose by approximately 250,000 to 3.3 million.

All of the decline in unemployment was among whites. The proportion of whites with unemployment in 1966 was 12 percent compared with 14 percent in 1965. Among Negroes, however, the percent with unemployment—22 percent—remained the same.

Labor Force Attachment

The majority of the 86 million Americans with work experience in 1966 held a strong attachment to the labor force. Fifty million of them were employed at year-round full-time jobs and 5.4 million worked a full year at part-time jobs; another 5.2 million persons were in the labor force all year but were unemployed part of the year. The traditionally stronger attachment of men than women to the labor force was clear in the figures (table 1). Four out of five men were full-year labor force participants, compared with about half the women. Year-round labor force attachment was slightly less, overall, for Negro men than for white. Among women, the same proportion of white and Negroes were in the labor force year round.²

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¹Data pertain to the 1966 work experience of persons in the civilian noninstitutional population 16 years and over, and are based on information from supplementary questions to the February 1967 monthly survey of the labor force, conducted for the Bureau of Labor Statistics by the Bureau of the Census through its current population survey.

This is the eighth in a series of reports on this subject. The most recent was published in the *Monthly Labor Review*, December 1966, pp. 1369-1377, and is reprinted with additional tabular data and explanatory notes as Special Labor Force Report No. 76, which also includes a complete listing of earlier reports and their coverage.

²The tables in this report refer to the "nonwhite" population, of whom 92 percent are Negroes. The data thus overwhelmingly pertain to Negroes and will be used in this article to describe the experience of Negroes.

The following analysis will deal with persons 18 years of age and older, because most 16- and 17-year-old boys and girls are enrolled in school and have only a tenuous attachment to the labor force. For example, although 3.8 million 16- and 17-year-olds worked or looked for work at some time during 1966, about two-thirds of them were in the labor force for less than half a year. Summer vacation and part-time jobs are characteristic of this group's attachment to the work force.

The degree of labor force attachment of the working population 18 years of age and over varied considerably by sex, age, color, and marital status (table 2). The proportions of workers in the year-round labor force will serve as indexes for comparing the relative degree of commitment of each group to the work force. Thus, 83 percent of the men 18 years and over who worked during 1966, compared with 56 percent of the women, were in the labor force all year. A much stronger attachment exists among the married compared with the unmarried men, and among the men in the prime working age groups as contrasted with persons of school or retirement age. Labor force behavior of women tends to run contrary to the men's experience. Single women enter the labor force at an early age and maintain a fairly strong attachment if they remain unmarried. Married women, because of family responsibilities, are less likely to work all year.

Predictably, working men with family responsibilities had the strongest attachment to the labor force in 1966; 9 out of 10 married men but only 6 out of 10 unmarried men 18 to 64 years old were full-year labor force participants. Particularly among the young adults, the contrast was striking. Less than half of the unmarried men 18 to 24 years old who worked in 1966 were in the labor force year round, compared with proportionately twice as many married men. Many of the young unmarried men were in college or entered the labor force after the beginning of the year. The smaller proportion of Negroes enrolled in school accounts for much of the difference between young adult Negroes and whites. Among the young men, for example, 64 percent of the Negro workers compared with 57 percent of the white workers were full-year labor force participants.

Among men 25 to 54 years of age, the relative labor force attachment of Negroes and whites is

reversed; a slightly higher proportion of white than Negro men (92 and 89 percent, respectively) were in the labor force year round.

Married women 25 years old and over who worked are less likely to be in the labor force all year than unmarried women, primarily because they have family responsibilities. About 56 percent of the married women in this age group were in the labor force all year compared with 71 percent of those unmarried. Among young women (18 to 25), 37 percent of the married and 42 percent of the unmarried had a strong attachment to the labor force, but the reasons for these low rates are different. For married women, presence of young children hampers many of them from remaining in the year-round labor force; for unmarried women, attendance at school is most likely the main reason.

Among married women 25 to 44 years old, Negro women were more likely than white women to be in the labor force for the entire year. This difference arises primarily because relatively more Negro wives find it necessary to supplement the husband's comparatively low wages. On the other hand, among married women age 45 and over, relatively fewer Negro women are in the year-round labor force. More illness and disability among the older Negro women help explain this reversal in labor force attachment. Also, it is probable that seasonal employment affects older Negro women more than whites.

Unemployment

The incidence of unemployment varies widely by attachment to the labor force, but more significantly by such characteristics as age, sex, color, and occupation. During 1966, unemployment tended to be relatively low, less than 10 percent, among persons 18 years of age and over who had been in the labor force all year or for only a brief period (1 to 13 weeks). Many of the latter group are probably housewives and students who already have temporary jobs when they enter the labor force and leave as soon as the job is finished. The proportion with unemployment was highest among persons, both white and Negro, in the labor force 27 to 39 weeks (chart 1). For example, among men with this much attachment to the labor force, 1 out of 4 was unemployed at some time during the year.

TABLE 1. WORK EXPERIENCE OF PERSONS 16 YEARS OF AGE AND OVER, BY EXTENT OF EMPLOYMENT AND BY SEX, 1963-66

Work experience	Both sexes				Male				Female			
	1966	1965	1964	1963	1966	1965	1964	1963	1966	1965	1964	1963
Number (thousands)												
Total who worked during the year ¹	86,266	83,930	83,011	81,186	51,708	51,067	50,742	49,783	34,558	32,863	32,269	31,403
Full time ²	70,140	68,433	67,516	65,929	45,909	45,353	45,124	44,170	24,231	23,080	22,392	21,759
50 to 52 weeks.....	50,049	48,383	46,832	45,445	36,191	35,293	34,419	33,583	13,858	13,090	12,413	11,862
27 to 49 weeks.....	10,647	11,157	11,682	11,555	5,802	6,297	6,717	6,684	4,845	4,860	4,965	4,871
1 to 26 weeks.....	9,444	8,893	9,002	8,929	3,916	3,763	3,988	3,903	5,528	5,130	5,014	5,026
Part time.....	16,126	15,497	15,495	15,257	5,799	5,714	5,618	5,613	10,327	9,783	9,877	9,644
50 to 52 weeks.....	5,407	4,940	4,836	4,813	2,091	1,969	1,847	1,764	3,316	2,971	2,989	3,049
27 to 49 weeks.....	3,380	3,068	3,204	3,162	1,162	1,088	1,117	1,164	2,218	1,990	2,087	1,998
1 to 26 weeks.....	7,339	7,489	7,455	7,282	2,546	2,657	2,654	2,685	4,793	4,832	4,801	4,597
Percent distribution												
Total who worked during the year ¹	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Full time ²	81.3	81.5	81.3	81.2	88.8	88.8	88.9	88.7	70.1	70.2	69.4	69.3
50 to 52 weeks.....	58.0	57.6	56.4	56.0	70.0	69.1	67.8	67.5	40.1	39.8	38.5	37.8
27 to 49 weeks.....	12.3	13.3	14.1	14.2	11.2	12.3	13.2	13.4	14.0	14.8	15.4	15.5
1 to 26 weeks.....	10.9	10.6	10.8	11.0	7.6	7.4	7.9	7.8	16.0	15.6	15.5	16.0
Part time.....	18.7	18.5	18.7	18.8	11.2	11.2	11.1	11.3	29.9	29.8	30.6	30.7
50 to 52 weeks.....	6.3	5.9	5.8	5.9	4.0	3.9	3.6	3.5	9.6	9.0	9.3	9.7
27 to 49 weeks.....	3.9	3.7	3.9	3.9	2.2	2.1	2.2	2.3	6.4	6.0	6.5	6.4
1 to 26 weeks.....	8.5	8.9	9.0	9.0	4.9	5.2	5.2	5.4	13.9	14.7	14.9	14.6

¹ Time worked includes paid vacations and paid sick leave.
² Usually worked 35 hours or more per week.

Note: Because of rounding, sums of individual items may not equal totals.

A majority of the men in the labor force 27 to 39 weeks are 18 to 24 years old, many of whom are making their first labor force entry with its attendant job hunting and job changing.

Unemployed workers are primarily persons who have strong attachment to the labor force. The majority of those with some unemployment (61 percent) were in the labor force all year and nearly another 10 percent for 40 to 49 weeks. A greater proportion of the unemployed Negro than white workers were in the labor force all year (66 and 60 percent, respectively).

Many unemployed workers are not easily discouraged. Among unemployed persons in the labor force all year, about 12 percent of the men and 20 percent of the women were jobless for over 6 months—more than half of the time they were in the labor force. Greater proportions of Negro than white jobless workers in the labor force the entire year were unemployed for at least half the time—about 16 percent of the Negro men and 27 percent of the women.

The Nonworker

A total of 1.3 million persons looked for work during 1966 but did not find any, and they constituted 11 percent of all persons unemployed at

some time during the year (table 3). A disproportionately large percentage, one-fourth, were Negro; among all workers, 11 percent were Negro. Nearly half the persons who looked but did not work were under 25, most of them probably students. Another large proportion (39 percent) were women (chiefly married) age 25 and over. Only about 150,000 were men 25 to 64 years.

The length of unemployment among the nonworkers varied widely by sex and color. Among the women, about 60 percent looked for work for less than 5 weeks and about 17 percent for 15 weeks or more; of the men about 40 percent were in each category. Moreover, among the small group of men 25 to 64 years old about half looked for work for over 6 months compared with only 12 percent of women in the same age group. A greater proportion of the Negro persons (one-third) than of the white (one-fifth) looked for work for 15 weeks or more, possibly an indication of their greater financial need.

Exactly how many among the 1.3 million persons who looked but did not find work in 1966 became discouraged and dropped out of the labor force is not certain. A substantial proportion, however, were seriously attached to the labor force. In February 1967 at the time of the survey, some 500,000 of them were in the labor force, with nearly

200,000 employed, a majority as full-time workers. Over half of the 300,000 who were unemployed in February had been jobless at that time for 15 consecutive weeks or more.

Occupations of the Employed

The proportion of workers who are employed year round at full-time jobs during the year depends not only on economic conditions but also the extent to which workers want only part-time jobs or have entered the labor force during the year. Teenagers and others in school as well as persons of retirement age are much less inclined than those in the central age group to work all year at full-time jobs, and women are not as likely as men to be steadily employed. About 58 percent of all persons who worked in 1966 were year-round full-time workers—a somewhat higher percent than a year earlier. The proportion of men was nearly double that for women.

Seven out of ten men who were employed at some time during 1966 worked at year-round full-

time jobs. The occupation groups with the highest proportions of regular workers (year-round full-time) are generally those with above average educational requirements. Approximately 9 out of 10 men who were managers and officials and 8 out of 10 professional and technical workers were employed all year at full-time jobs. Virtually all—91 percent—of the engineers and salaried managers and officials worked all year. Unemployment rates in these two occupations are usually the lowest of all.

About three-fourths of the 10 million men who worked during 1966 as skilled craftsmen worked year round at full-time jobs. However, this proportion varied widely among the various occupations in this broad group. Largely because of the seasonal nature of their work, fewer than 6 out of 10 skilled construction craftsmen worked regularly all year compared with 9 out of 10 foremen and 8 out of 10 mechanics and other skilled workers.

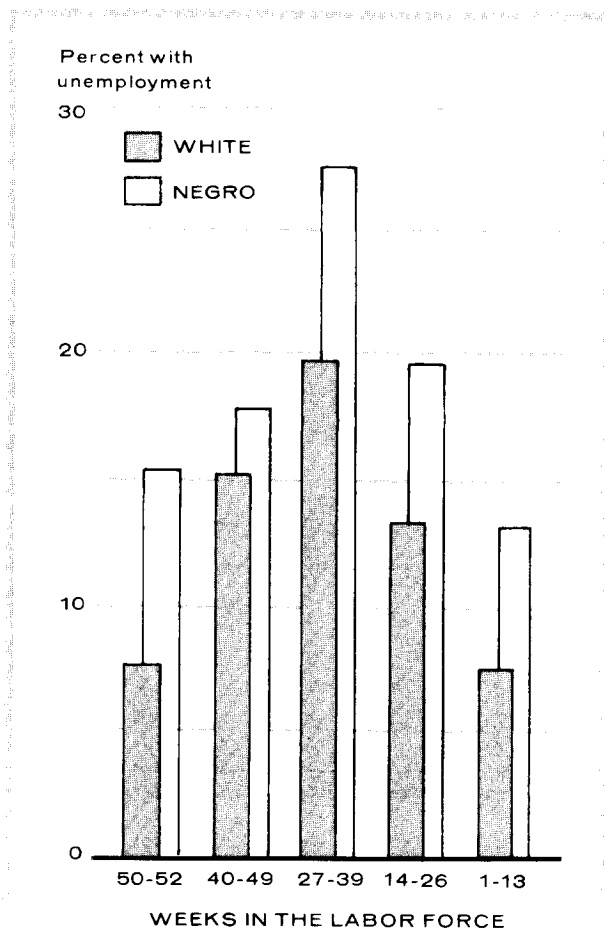
Year-round full-time work was somewhat less common among the 11 million men who worked

TABLE 2. LENGTH OF TIME IN LABOR FORCE OF PERSONS WITH WORK EXPERIENCE IN 1966, BY AGE, SEX, COLOR, AND MARITAL STATUS

Age, marital status, and color	Male				Female					
	Total with work experience (thousands)	Percent distribution of weeks in labor force			Total with work experience (thousands)	Percent distribution of weeks in labor force				
		Total	50 to 52 weeks	27 to 49 weeks		1 to 26 weeks	Total	50 to 52 weeks	27 to 49 weeks	1 to 26 weeks
ALL PERSONS										
Total, 16 years and over.....	51,708	100.0	81.0	8.6	10.4	34,558	100.0	54.3	18.4	27.3
16 to 19 years.....	4,935	100.0	31.6	15.7	52.6	4,054	100.0	22.0	18.9	59.1
20 to 24 years.....	5,418	100.0	68.5	12.0	19.5	5,048	100.0	46.5	20.2	33.3
25 to 64 years.....	38,619	100.0	90.6	6.8	2.7	24,044	100.0	61.6	17.8	20.6
65 years and over.....	2,736	100.0	59.5	15.5	25.0	1,412	100.0	50.9	19.2	29.9
Married, spouse present.....	38,977	100.0	89.2	7.2	3.7	20,492	100.0	53.3	19.3	27.4
Single and other marital status.....	12,731	100.0	55.9	13.2	30.9	14,066	100.0	55.8	16.9	27.2
WHITE										
Total, 16 years and over.....	46,510	100.0	81.3	8.6	10.1	30,179	100.0	54.3	18.3	27.4
16 to 19 years.....	4,358	100.0	32.2	16.3	51.5	3,605	100.0	22.1	19.7	58.2
20 to 24 years.....	4,787	100.0	67.1	12.5	20.4	4,453	100.0	46.5	20.2	33.3
25 to 64 years.....	34,847	100.0	90.9	6.6	2.5	20,871	100.0	61.7	17.6	20.7
65 years and over.....	2,518	100.0	59.7	15.8	24.6	1,250	100.0	51.5	19.2	29.4
Married, spouse present.....	35,613	100.0	89.4	7.0	3.6	18,314	100.0	53.1	19.3	27.5
Single and other marital status.....	10,897	100.0	54.7	13.8	31.6	11,865	100.0	56.1	16.8	27.1
NONWHITE										
Total, 16 years and over.....	5,198	100.0	78.6	9.0	12.3	4,379	100.0	54.4	18.6	27.0
16 to 19 years.....	577	100.0	27.3	11.5	61.3	449	100.0	20.4	13.0	66.6
20 to 24 years.....	631	100.0	79.2	8.3	12.5	595	100.0	46.6	19.5	33.9
25 to 64 years.....	3,772	100.0	87.6	8.6	3.8	3,173	100.0	61.0	19.1	19.8
65 years and over.....	218	100.0	56.9	12.5	30.6	162	100.0	46.6	19.3	34.2
Married, spouse present.....	3,364	100.0	87.1	8.7	4.3	2,178	100.0	54.6	19.3	26.2
Single and other marital status.....	1,834	100.0	63.1	9.8	27.1	2,201	100.0	54.2	17.8	27.9

NOTE: Because of rounding, sums of individual items may not equal totals.

Chart 1. Unemployment and Labor Force Attachment in 1966



during the year as operatives—68 percent. Of the semiskilled workers in nonmanufacturing industries (most likely in trade and service) fewer were regular workers, and more part-time, than operatives in factories or drivers and deliverymen.

Among women, other factors, in addition to skill level, are important in determining the incidence of year-round full-time work. Many of them do not want to remain in the labor force all year, or if they do, they want only part-time jobs. Only 40 percent of all women who worked during 1966 were employed all year at full-time jobs. About 30 percent were usually employed at part-time jobs, a majority of whom worked only part of the year.

As with men, women who were managers, officials, and proprietors were more likely than those

in any other major occupation group to work at year-round full-time jobs—2 out of 3. Among professional and technical workers, close to half held regular full-time jobs and one-fourth worked part time. Half of the more than 10 million women who were clerical workers were year-round full-time workers. A greater proportion of the stenographers, typists, and secretaries were regular workers than those in other clerical positions.

The three broad occupation groups of sales, service, and private household workers accounted for relatively few of the year-round full-time women workers:

Occupation	Percent of women with—	
	Year-round full-time jobs	Part-time jobs
Service workers (except private household).....	30	35
Sales workers.....	27	51
Private household workers.....	17	65

Women who wanted part-time jobs tended to find employment in these occupations.

Negro Workers

Men working in white-collar and skilled occupations had greater opportunity for year-round full-time employment than those in semiskilled, service, or unskilled occupations. Among Negro men, year-round full-time work was less prevalent than among whites, but this only reflects the different proportions in white-collar and skilled occupations. In the service, and particularly unskilled occupations, the proportions of Negroes employed regularly were significantly higher than those of whites, as shown in the following tabulation:

	Percent distribution of all workers		Percent in occupations who worked year round full time	
	White	Non-white	White	Non-white
	Men 1.....	100.0	100.0	71.0
White-collar.....	40.0	17.5	79.6	74.5
Skilled.....	20.0	12.8	75.4	66.7
Semiskilled.....	19.9	27.2	68.1	64.6
Service.....	6.8	15.2	55.8	59.3
Unskilled.....	6.8	18.8	39.4	49.6
Women 2.....	100.0	100.0	40.6	36.4
White-collar.....	59.8	25.9	47.0	47.8
Service.....	15.3	22.7	28.4	40.0
Private household.....	5.1	25.3	10.8	25.9
Semiskilled.....	15.3	17.5	42.3	42.5

1 Includes farm workers, not shown.

2 Includes skilled, unskilled, and farm workers, not shown.

TABLE 3. EXTENT OF UNEMPLOYMENT OF PERSONS 16 YEARS OF AGE AND OVER, BY SEX, 1964-66

Extent of unemployment	Both sexes			Male			Female		
	1966	1965	1964	1966	1965	1964	1966	1965	1964
	Number (thousands)								
Total working or looking for work.....	87,540	85,246	84,618	52,103	51,553	51,343	35,437	33,693	33,275
Percent with unemployment.....	13.0	14.2	16.4	12.5	14.1	16.4	13.8	14.4	16.3
Total with unemployment.....	11,387	12,131	13,843	6,503	7,289	8,419	4,884	4,842	5,424
Did not work but looked for work.....	1,274	1,316	1,607	395	486	601	879	830	1,006
With work experience.....	10,113	10,815	12,236	6,108	6,803	7,818	4,005	4,012	4,418
Year-round workers ¹ with 1 or 2 weeks of unemployment.....	1,269	1,198	1,115	923	879	811	346	319	304
Part-year workers, ² total.....	8,844	9,617	11,121	5,185	5,924	7,007	3,659	3,693	4,114
With unemployment of--									
1 to 4 weeks.....	3,348	3,088	3,015	1,727	1,642	1,642	1,621	1,446	1,373
5 to 10 weeks.....	2,038	2,196	2,531	1,286	1,381	1,687	752	815	844
11 to 14 weeks.....	1,047	1,277	1,506	707	867	1,035	340	410	471
15 to 26 weeks.....	1,567	1,983	2,434	972	1,342	1,598	595	641	836
27 weeks or more.....	844	1,073	1,635	493	692	1,045	351	381	590
Total with 2 spells or more of unemployment.....	3,411	3,915	4,713	2,295	2,753	3,284	1,116	1,162	1,429
2 spells.....	1,465	1,755	2,323	900	1,139	1,562	565	616	761
3 spells or more.....	1,946	2,160	2,390	1,395	1,614	1,722	551	546	668
	Percent distribution								
Unemployed persons with work experience, total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Year-round workers ¹ with 1 or 2 weeks of unemployment.....	12.5	11.1	9.1	15.1	12.9	10.4	8.6	8.0	6.9
Part-year workers ² with unemployment of.....	87.5	88.9	90.9	84.9	87.1	89.6	91.4	92.0	93.1
1 to 4 weeks.....	33.1	28.6	24.6	28.3	24.1	21.0	40.5	36.0	31.1
5 to 10 weeks.....	20.2	20.3	20.7	21.1	20.3	21.6	18.8	20.3	19.1
11 to 14 weeks.....	10.4	11.8	12.3	11.6	12.7	13.2	8.5	10.2	10.7
15 to 26 weeks.....	15.5	18.3	19.9	15.9	19.7	20.4	14.9	16.0	18.9
27 weeks or more.....	8.3	9.9	13.4	8.1	10.2	13.4	8.8	9.5	13.4
Total with 2 spells or more of unemployment.....	33.7	36.2	38.5	37.6	40.5	42.0	27.9	29.0	32.3
2 spells.....	14.5	16.2	19.0	14.7	16.7	20.0	14.1	15.4	17.2
3 spells or more.....	19.2	20.0	19.5	22.8	23.7	22.0	13.8	13.6	15.1

¹ Worked 50 weeks or more.² Worked less than 50 weeks.

NOTE: Because of rounding, sums of individual items may not equal totals.

While the data are not conclusive, the available evidence suggests the following: (1) A combination of limited job opportunities elsewhere and low wage rates in the service and unskilled occupations force many more Negroes than whites to work year round full time at these jobs; and (2) for many whites such jobs are a source of support for other activities, such as going to school. Thus whites more than Negroes are not available for year-round full-time work at this level.

Among women, the proportion of Negroes working at year-round full-time jobs was at least the same as for whites. For service and private household workers the proportion of Negroes was considerably higher than of whites. The overall proportion of Negro women employed at regular full-time jobs, however, was not higher than that of whites because of the large concentration in private household occupations where the proportion regularly employed at full-time jobs is low.

Occupations of the Unemployed

The 10 million workers with some unemployment in 1966—12 percent of all persons who worked—were heavily concentrated among blue-collar and service workers, occupations generally requiring the least education and training or subject to seasonal layoffs. Two-thirds of the unemployed were craftsmen, operatives, laborers, and service (including private household) workers, although only half of all who worked during the year were in these occupations.

Unemployment among construction craftsmen in 1966 continued to be the highest of any occupation, except among unskilled workers in the same industry, despite efforts to decrease seasonal employment. They constituted about a third of the employed but almost two-thirds of the unemployed skilled workers. Thus, unemployment among craftsmen excluding construction workers

was very low—only 9 percent—in 1966. The highest percent of unemployment occurred among construction laborers, one-third of whom were jobless during the year.

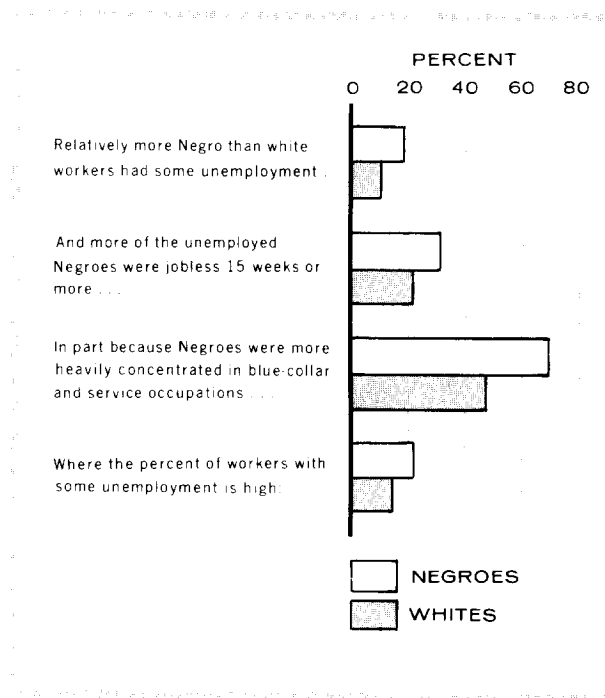
Among the 2.4 million persons unemployed a total of 15 weeks or more, a disproportionate share were blue-collar and service workers. Joblessness for a total of 15 weeks or more was very common among unemployed men who were carpenters or other skilled construction craftsmen, service workers, and farm and nonfarm laborers, and among unemployed women who were operatives, private household workers, and other service workers. While many of the workers jobless for many weeks during 1966 may be relatively unskilled, there were other factors which contribute to prolonged unemployment—low or poor education, discrimination because of age, sex, or color, and predominantly seasonal or intermittent character of employment in an industry or area.

Three-fourths of the unemployed experienced fewer weeks of unemployment. In many occupations, the majority of the unemployed were jobless for a month or less. Among men, white-collar employees, mechanics and repairmen, and operatives in manufacturing were generally unemployed for only a short duration. Among women, the majority of white-collar workers were jobless for only one spell of unemployment. Unemployment of 1 month or less is usually frictional, such as the entry into the labor force of young people, the reentry of women, and leaving one job for another because of changing manpower needs or better employment conditions.

Largely because Negroes tend to be concentrated in occupations in which chances to be unemployed are greatest, relatively more Negroes than whites were unemployed during 1966, 19 and 11 percent, respectively (chart 2). For example, 80 percent of the unemployed Negroes were blue-collar and service workers, compared with 65 percent of the unemployed whites. Furthermore, Negroes were

³ Under revised definitions, official labor force estimates now relate to ages 16 years and over. Comparisons with 1960 are based on persons 14 years and over because data for 16 years and over are not available for years prior to 1966 in the detail discussed. However, most comparisons are not greatly affected because over this period the number of 14- and 15-year-olds with work experience increased by only 300,000. Furthermore, 14- and 15-year-olds are primarily part-year and part-time workers and in 1966 they constituted a relatively large proportion only among agricultural wage and salary (15 percent) and unpaid family (19 percent) workers.

Chart 2. Unemployment Among Negroes and Whites in 1966

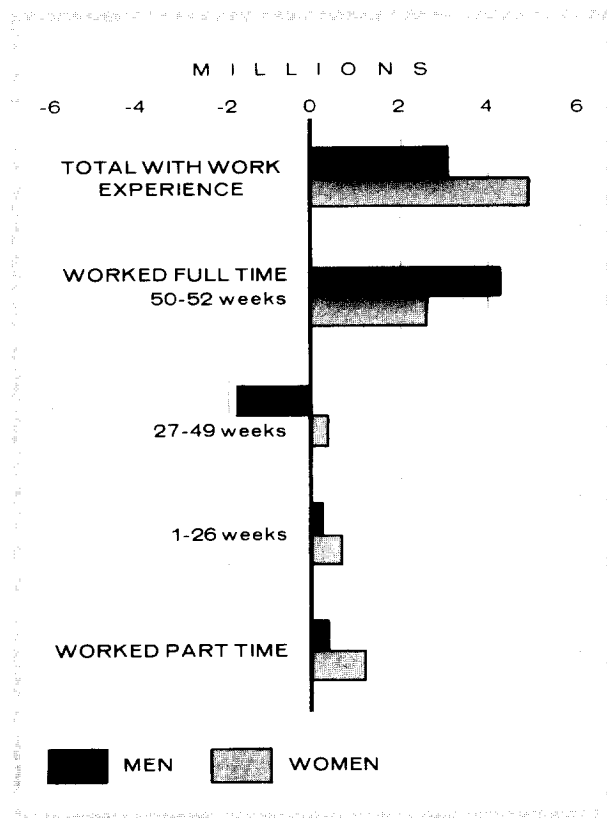


more likely to be jobless longer. Overall, a third of the unemployed Negroes were jobless for a total of 15 weeks or more, but only one-fifth of the whites. In some occupations, the proportions of Negroes with severe unemployment were particularly large. Among craftsmen, relatively twice as many Negroes as whites (44 versus 21 percent, respectively) were jobless for 15 weeks or more. Among service workers (including private household) 35 percent of the Negroes and 25 percent of the whites were unemployed for that many weeks.

Work Experience, 1960-66

Approximately 7.9 million more persons worked at some time during 1966 than 6 years earlier.³ Two of the more striking developments over this period were a sharp rise in the number of women with work experience and for men a shift to year-round full-time employment from working at full-time jobs, 27 to 49 weeks. (See chart 3.) Both movements were closely related to steady advances in manpower requirements since 1961 and scattered labor shortages in recent years.

Chart 3. Changes in the Number of Persons With Work Experience, 1960-66



Higher manpower requirements led to a rise in the number of women with work experience, and for men, to a shift to year-round full-time employment.

Women accounted for about 60 percent of the 7.9 million increase in the number of persons with work experience between 1960 and 1966. More started working in 1966—1.7 million—than in any other year. More than half of the net increase for women during the 1960's occurred among year-round full-time workers who even in 1966 accounted for less than half of all women who worked. The greater part of this upward movement came in 1965-66. The upsurge in regular employment was particularly significant because women in this group generally have a continuing attachment to the labor force. Ninety-seven percent of the women who worked all of 1966 at full-time jobs were still in the labor force in February 1967.

Important gains also occurred in part-time work. About 1.2 million more women reported working part time in 1966 than 6 years earlier.

This increase was closely matched by a 1.1 million rise in the total with full-time jobs for 1 to 49 weeks.

Of the 2.6 million rise since 1960 in the number of women working all year at full-time jobs, educational services accounted for 725,000.⁴ In educational services, there was an equally large gain in part-year full-time and part-time employment combined. Some of the more important factors that combined to bring about this growth were soaring school enrollment, expanded use of school facilities during summer months, and greater utilization of the specialized services of such educational institutions as day nurseries, libraries, and trade schools.

About 350,000 women were added as year-round full-time workers in medical and health services since 1960. Two-thirds of the increase occurred in the second half of this period and was associated with greater government participation in financing medical care. At the same time, the proportion usually working part-time schedules rose from about 1 in 5 to 1 in 4, indicating that medical and health facilities are turning increasingly to part-time workers to meet manpower shortages. Less dramatic but nonetheless significant gains in year-round full-time work were reported in retail trade, apparel, public administration, and electrical machinery.

Employed Men

Roughly 3.1 million more men were employed at some time in 1966 than 1960; about 2.1 million were added between 1963 and 1966. Over the 6 years the number working year round full time jumped by 4.3 million. This increase was more evenly distributed over the 6-year period than the advance in the total with work experience. At least 750,000 regular workers were added in every year except 1961 when economic activity fell off sharply.

The upturn in year-round full-time employment appears to be allied with the rollback in the number working at full-time jobs for 27 to 49 weeks. Since 1960, the size of this group dropped by 1.8 million as better business conditions led to a significant shift into year-round full-time work. The largest

⁴Includes in addition to primary and secondary schools, and colleges, such institutions as reading clinics, museums, and art galleries.

annual increase in regular work occurred at the same time (1963) as the biggest decrease in full-time employment of 27 to 49 weeks' duration.

About 2.6 million more men worked year round full time as wage and salary workers in manufacturing industries in 1966 than in 1960.⁵ Hard goods producers, particularly in primary and fabricated metals, electrical and nonelectrical machinery, and transportation equipment, accounted for three-fourths of the increase. Soft goods producers, notably in food processing and chemicals, were responsible for the balance. At the same time, full-time work for 27 to 49 weeks dropped by almost 450,000; the decreases were heavily concentrated in durable goods production.

Year-round full-time wage and salary employment in nonmanufacturing increased by 3.3 million during the 6-year period ending in 1966. A disproportionate share was in construction where 750,000 more wage and salary workers reported working all year at full-time jobs.

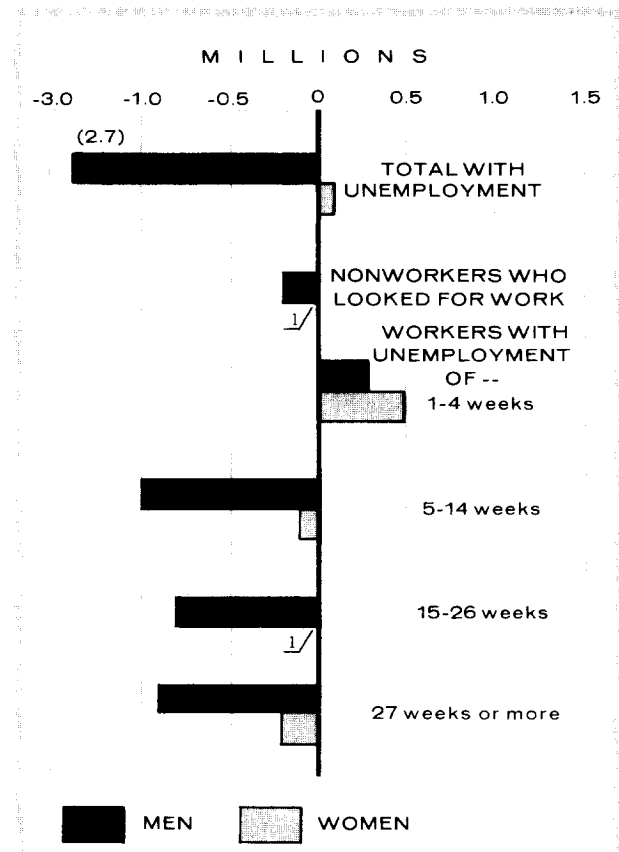
The increases in regular employment in nonmanufacturing (excluding construction) appear to be associated largely with secular developments in the economy. In manufacturing and construction, on the other hand, cyclical forces seem to be the major consideration.

Heavy cutbacks in year-round full-time employment were limited to farming activity, where the number of self-employed and wage and salary workers fell by 625,000 over the 6-year period. At the same time, the number who worked full time 27 to 49 weeks dropped by 225,000. Clearly these movements were part of a longrun decline in manpower requirements on the farm that is creating serious problems of dislocation. A portion of these workers, undoubtedly, found new jobs in the booming nonagricultural sector.

Unemployment, 1960-66

Two divergent movements marked the changes in unemployment between 1960 and 1966 as the total number of persons who were unemployed at some time during the year declined by 2.5 million.⁶ For men, both the jobless total and its composition changed significantly over this period, while for women only the composition of the unemployed was altered materially. Both movements reflect some of the principal differences in the effect

Chart 4. Changes in the Number of Persons With Unemployment, by Duration, 1960-66



For men, both the jobless total and its composition changed significantly since 1960, while for women only the composition was altered materially.

¹ Less than 50,000.

of rising manpower requirements on the labor force activity of men and women.

The number of men with unemployment during the year dropped by 2.7 million over the 6 years since 1960. (See chart 4.) Except for 1960-61, when the economy struggled through a period of deteriorating business conditions, each succeeding year brought a further decrease in the jobless total.

The large cutback in the number of men with unemployment was limited to nonworkers who

⁵ Estimates of the number with work experience in 1966 by class of worker and industry are not strictly comparable with those for previous years because of earlier misclassifications of some wage and salary workers as self-employed. The change in classification resulted in a shift of about 750,000 from nonfarm self-employment to wage and salary employment. This change affects the work experience data primarily for men in trade and service industries; increases in manufacturing and other nonfarm industries are believed to be relatively minor.

⁶ Includes all persons 14 years of age and over.

looked for work and part-year workers out of work a total of 5 weeks or more, as the number of workers with very short-term unemployment (1 to 4 weeks) increased. Most of the decrease came in 1964-66 and is largely attributable to a sizable increase in the number of men working all year at full-time jobs.⁷ Working men who were unemployed for a total of 15 weeks or more were among the principal beneficiaries of the sharply rising demand for regular work crews. The rollback was evenly apportioned between those who were jobless for 15 to 26 weeks and those unemployed 27 weeks or more. Together, these men accounted for 22 percent of the total with unemployment in 1966 compared with 34 percent in 1960.

Unemployment fell markedly among those workers who have particularly severe problems in finding steady jobs, that is, men who were unemployed for one spell of 15 weeks or more. About 825,000 fewer men in this group were out of work for 4 consecutive months or more in 1966 than 6 years earlier.

While fewer men were unemployed at some time in 1966 than 1960, the number of women with unemployment remained unchanged. Between 1961-64, however, the total for women was significantly higher and only in recent years has it fallen to the 1960 level. Thus, women accounted for 43 percent of all persons with unemployment in 1966 compared with 34 percent in 1960. Nevertheless, unemployment declined for select groups. For example, 375,000 fewer part-year workers were jobless for 5 weeks or more in 1966 than in 1960. Significantly, most of the decline developed among those who were unemployed a total of 15 weeks or more. About 1 out of 5 of the unemployed women in 1966 were part-year workers with 15 weeks or more of unemployment compared with 1 out of 4 in 1960. The decrease in the number who were jobless for 15 weeks or more was balanced by an equivalent increase in the number of part-year workers with unemployment of 1 to 4 weeks. A growing demand for labor did not reduce the number of women with unemployment because 4.8 million more women worked or looked for work in 1966 than in 1960.

Fewer Negro men were unemployed at some time in 1966 than in 1960, but the percentage decrease in the number of unemployed Negroes just matched the rate of decline for white men. Thus,

no special advantage accrued to either group. Over the period Negroes constituted about 17 percent of all men with unemployment. Even in recent years when the demand for labor climbed abruptly, this proportion did not change significantly. At the same time, the number of Negro women with unemployment did not vary appreciably. Like their male counterparts, however, Negro women accounted for a stable 20 percent of all women with unemployment.

Teenagers

Approximately 32 percent of the 7.3 million 14- and 15-year-olds worked or looked for work at some time during 1966.⁸ Because many young teenagers have a highly seasonal attachment to the labor force, their participation rate in any given month is usually much lower than the total for the year. The proportion in the labor force in 1966 ranged from a February low of 13 percent to a June high of 27 percent. During the summer months (June-August) nearly twice as many were in the labor force as during the regular school year (September-May). More than two-thirds, however, were not in the labor force at any time during 1966. Almost all (97 percent) said that going to school was the main reason for not working or looking for work.

Of the 2.3 million boys and girls who worked in 1966, about 500,000 reported year-round employment. All but a very small portion of these were part-time workers. Most of the other 1.8 million with work experience were employed part-year on

⁷ For the period 1955-66, year-to-year variations in the number of men with year-round full-time jobs explained 72 percent of the yearly changes in the number of part-year workers with unemployment of 5 weeks or more.

Least square regression equation for year-to-year changes

$$\Delta \text{ Part-year workers unemployed 5 weeks or more} = 297,057 - 1.0153 \times \Delta \text{ workers employed year round full time}$$

Standard error: 0.2080

Coefficient of correlation: -0.85

Level of significance: .001

⁸ Several new concepts and methods to measure and report official manpower statistics were introduced in January 1967. One of these revisions raised the lower age limit of the labor force to 16 from 14 years. The reasons for this change were several. First, child labor laws protect the young worker from hazardous occupations and working conditions. Second, unemployment is a far less significant economic problem for young teenagers than for older persons. Finally, the primary activity of persons in this age group is going to school rather than working or looking for work.

part-time schedules. School enrollment was the major reason reported for working part-year only; fewer than 50,000 attributed their part-year work history chiefly to unemployment.

Roughly 200,000 14- and 15-year-olds were unemployed at some time during 1966. This number represented 8.6 percent of the total working or looking for work and was far below the 13.0 percent for persons 16 years of age and over. About 2½ times as many 14- and 15-year-olds were jobless during the summer months as in the normal school year. Unemployment dropped sharply from the June–August period to October when nearly all of the younger teenagers were enrolled in school. Of the part-year workers with unemployment, only 2 percent of the 14- and 15-year-olds compared with 20 percent of those 16 and over cited unemployment as the reason for not working all year.

The proportion of long-term unemployment (15 weeks or more) among 14- and 15-year-olds remained close to 18 percent over the 1960–66 period, while the equivalent proportion of unem-

ployed persons 16 and over dropped from 33 percent in 1964 to 24 percent in 1966.⁹ The decline among the latter group is clearly attributable to rising manpower requirements. Since most youngsters start looking for work only when schools close in June and stop when schools reopen in September, few are in the labor force long enough to accumulate more than 3 months of unemployment during the entire year. School attendance, therefore, is an important determinant not only of the level of unemployment but its duration as well.

Although the rate of unemployment for 14- and 15-year-olds is relatively high (on a monthly basis, 7.9 percent in 1966) it is far more important that relatively few have a strong labor force attachment. Of those who worked in 1966, only 38 percent were still in the labor force in February 1967. Fewer yet encounter unemployment at all. Thus, the central problem is not one of finding more jobs for 14- and 15-year-olds in order to reduce the current rate of unemployment. Rather it is one of raising their educational achievement in order to minimize the risk of unemployment in their adult years.

⁹ Data for these age groups not available before 1964.

Assuring a place for all citizens in the world of work is not consideration for the poor, but insurance for the majority. National manpower policy has been greatly influenced in the postwar era by our response to the threat from without. In the years ahead it must be shaped by the challenge from within.

—Eli Ginsberg.