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Texas
Research
League

ANALYSIS

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The Changing Face of the Texas Economy

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Texas State Documents

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The Texas economy is only suffering a summer cold; last-rites won't be necessary. Data recently released by the Bureau of Economic Analysis, U.S. Department of Commerce, shows that Texas' gross state product (GSP -- the state equivalent of GNP) grew by \$49 billion between 1982 and 1986, up 19% (see table 1 on page 2).

At least part of the reason for so much doom and gloom in the past few years is the stark contrast those figures show to the 1972-1982 boom to which Texans would have liked to become accustomed. During those 10 years, Texas GSP grew an astounding \$189 billion, or 287%.

Texas' New Look

The GSP data also show that the Texas economy is taking on a new look. The chart below shows the accumulated percentage growth for the total Texas GSP and for the five industrial sectors that deviated most from that total. (Four other sectors -- transportation and public utilities; wholesale and retail trade; finance, insurance and real estate; and

government -- are not shown on the chart because they track the total line almost identically.)

continued on page 2

Bench Marks Publication Benched

The League's annual publication -- *Bench Marks for School District Budgets in Texas* -- will not be published this year. Changes by the state in the way local school districts are asked to submit budget data has caused mass confusion, and it is not possible to compile reliable expenditure information.

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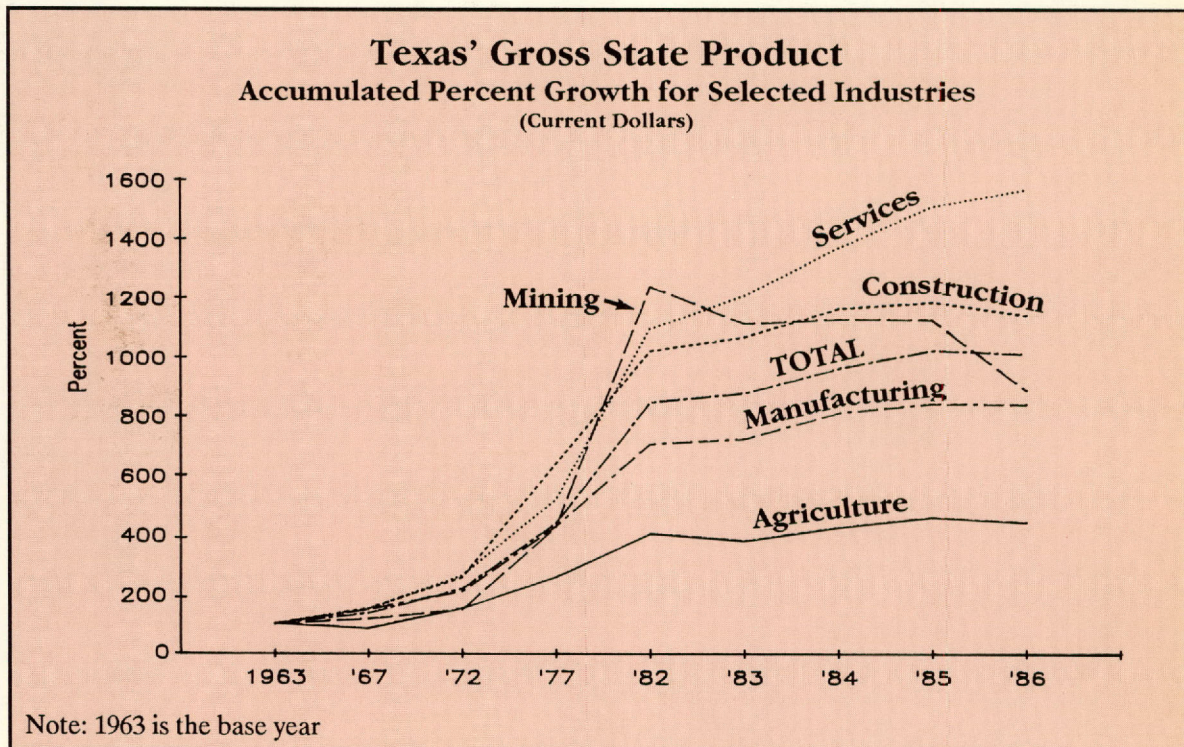


Table 1
Texas Total Gross State Product
by Industry: 1963 - 1986
(Millions of Dollars)

	<u>1963</u>	<u>1967</u>	<u>1972</u>	<u>1977</u>	<u>1982</u>	<u>1986</u>
Agriculture	\$ 1,330	\$ 1,097	\$ 2,041	\$ 3,448	\$ 5,378	\$ 5,865
Mining	3,515	4,112	5,228	15,007	43,406	31,115
Construction	1,423	2,194	3,688	9,079	14,536	16,226
Manufacturing	5,800	8,649	12,172	24,890	40,980	48,708
Trans/Public Utilities	3,247	4,087	6,541	12,488	24,768	33,273
Wholesale/Retail Trade	4,954	6,784	11,589	21,967	40,824	51,441
Fiance/Insur/Real Estate	3,892	5,129	8,996	16,887	30,843	41,403
Services	2,757	4,122	7,249	14,367	30,211	43,190
Government	<u>3,147</u>	<u>4,985</u>	<u>8,243</u>	<u>13,958</u>	<u>23,562</u>	<u>32,289</u>
TOTAL	\$ 30,065	\$ 41,159	\$ 65,747	\$ 132,091	\$ 254,508	\$ 303,510

Percent Distribution:

Agriculture	4.4%	2.7%	3.1%	2.6%	2.1%	1.9%
Mining	11.7%	10.0%	8.0%	11.4%	17.1%	10.3%
Construction	4.7%	5.3%	5.6%	6.9%	5.7%	5.3%
Manufacturing	19.3%	21.0%	18.5%	18.8%	16.1%	16.0%
Trans/Public Utilities	10.8%	9.9%	9.9%	9.5%	9.7%	11.0%
Wholesale/Retail Trade	16.5%	16.5%	17.6%	16.6%	16.0%	16.9%
Fiance/Insur/Real Estate	12.9%	12.5%	13.7%	12.8%	12.1%	13.6%
Services	9.2%	10.0%	11.0%	10.9%	11.9%	14.2%
Government	<u>10.5%</u>	<u>12.1%</u>	<u>12.5%</u>	<u>10.6%</u>	<u>9.3%</u>	<u>10.6%</u>
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Bureau of Economic Analysis, U. S. Department of Commerce, Survey of Current Business: Vol. 68, No.5 (May 1988).

The mining segment of Texas' GSP went almost straight up between 1972 and 1982, and only slightly less than straight down in the four years following -- the obvious result of a collapsed oil market. The service sector, however, continued its rapid growth pattern and more than offset the loss in the mining area. The other Texas GSP industrial components dawdled along showing the same trend as the overall total.

The mining segment contribution to Texas obviously continues to be tremendously important. That means that the Texas economy always will be significantly different than that of most any other state.

In other respects, however, the Texas economic makeup is beginning to mirror the national economy. That movement results from modifications both in the state and in the nation. On a national basis the manufacturing sector, for example, dropped from 28.1% of total GSP in 1963 to 19.7% in 1986, an 8.4 point drop (see pie charts).

That declining pattern also was followed in Texas -- manufacturing contributed 19.3% of state GSP in 1963, but only 16.0% in 1986. Note that the intrastate decline during that period was less severe with the result that Texas was much closer to the national level in 1986.

The service sector follows somewhat the same pattern. Nationally, that industrial segment increased in economic importance from 10.6% of

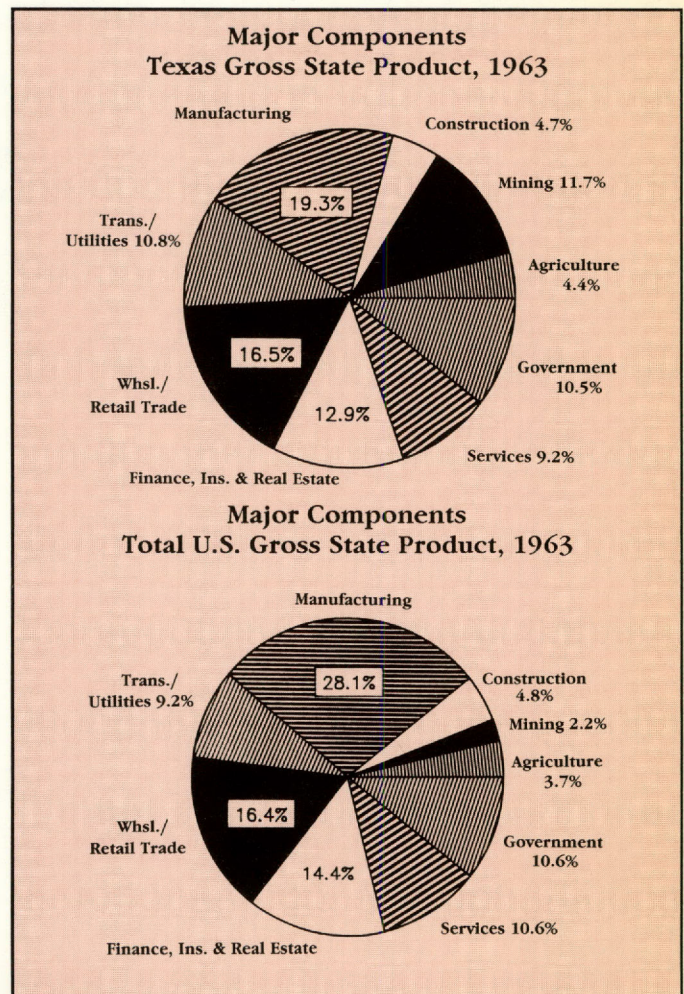


Table 2
Gross State Product: Texas and U.S.
by Industry: 1963 and 1986
(Millions of Dollars)

	TEXAS		U.S.		TEXAS/U.S.	
	1963	1986	1963	1986	1963	1986
Agriculture	\$ 1,330	\$ 5,865	\$ 22,343	\$ 92,993	6.0%	6.3%
Mining	3,515	31,115	13,419	95,281	26.2%	32.7%
Construction	1,423	16,226	28,929	197,876	4.9%	8.2%
Manufacturing	5,800	48,708	168,141	824,302	3.4%	5.9%
Trans/Utilities	3,247	33,273	54,805	391,444	5.9%	8.5%
Trade	4,954	51,441	98,224	702,513	5.0%	7.3%
Finance/Ins/RE	3,892	41,403	86,493	694,965	4.5%	6.0%
Services	2,757	43,190	63,275	700,180	4.4%	6.2%
Government	3,147	32,289	63,218	492,151	5.0%	6.6%
TOTAL	\$30,065	\$303,510	\$598,847	\$4,191,705	5.0%	7.2%

Source: Bureau of Economic Analysis, U. S. Department of Commerce, Survey of Current Business, Vol. 68, No. 5 (May 1988).

total GSP in 1963 to 16.7% in 1986. In Texas, the corresponding growth was from 9.2% to 14.2%. Here, though, Texas moved further away from the national norm -- a 5.0% increase contrasted to 6.1%.

One characteristic of the Texas economy -- most particularly during the 1970s -- was that it was almost impervious to the economic downturns experienced nationally. That likely is no longer the

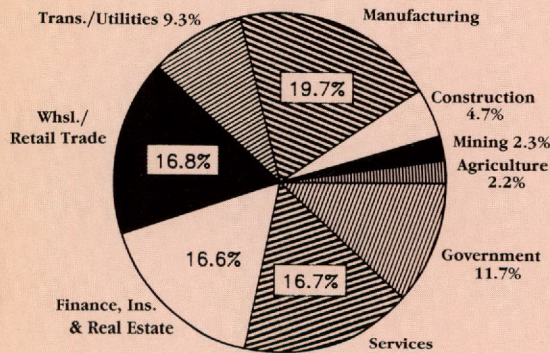
case. As Texas more closely mirrors the national fiscal pattern, most experts believe that the state will be much more susceptible to economic ups and downs.

Texas' Growth Dynamic in Every Sector

In 1963, Texas accounted for 5.0% of the national GSP; by 1986, the Texas contribution had increased to 7.2% (see table 2). That proportional gain outpaced any of the other 11 major industrial states. (See pages 4-5.)

Moreover, the Texas gains occurred in every industrial sector. The largest share increase was in mining, (plus 6.5%) where Texas accounted for almost one-third of the total U.S. GSP attributable to

Major Components
Texas Gross State Product, 1986



Major Components
Total U.S. Gross State Product, 1986

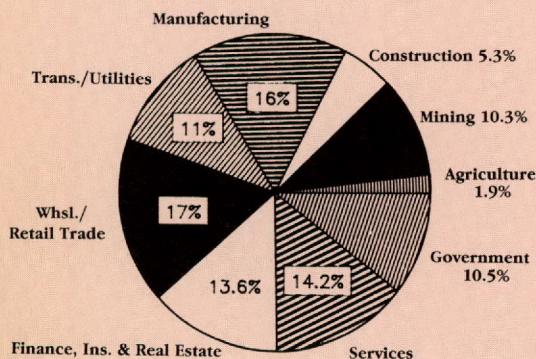


Table 3
Nonagricultural Employment in Texas
by Industry: 1982 and 1986
(Thousands)

	1986	1982	NUMBER	%
Mining	205	303	(98)	(32.34)%
Construction	404	431	(27)	(6.26)%
Manufacturing	951	1,045	(94)	(9.00)%
Trans/Utilities	374	386	(12)	(3.11)%
Wh/Rtl Trade	1,678	1,554	124	7.98 %
Fin/Ins/RE	450	370	80	21.62 %
Service	1,383	1,151	232	20.16 %
Government	1,119	1,024	95	9.28 %
TOTAL	6,564	6,264	300	4.79 %

Mining	3.1%	4.8%
Construction	6.2%	6.9%
Manufacturing	14.5%	16.7%
Trans/Utilities	5.7%	6.2%
Wh/Rtl Trade	25.6%	24.8%
Fin/Ins/RE	6.9%	5.9%
Service	21.1%	18.4%
Government	17.0%	16.3%
TOTAL	100.0%	100.0%

Source: Texas Employment Commission

Gross State Product - Major

(Millions of Dollars)

	<u>California</u>	<u>Illinois</u>	<u>Indiana</u>	<u>Mass - achusetts</u>	<u>Michigan</u>	<u>North Carolina</u>
Agriculture	\$ 11,282	\$ 3,943	\$ 2,266	\$ 846	\$ 1,995	\$ 2,422
Mining	5,927	1,599	556	70	1,011	284
Construction	23,855	8,630	3,891	5,441	4,877	4,015
Manufacturing	97,680	42,277	25,305	25,100	47,540	31,671
Trans./pub. Utilities	41,928	22,637	8,187	8,245	11,347	8,713
Wholesale/retail Trade	93,927	37,461	13,522	20,040	23,672	16,685
Finance/Insur/Real Estate	93,790	36,728	12,296	19,734	24,178	12,781
Services	103,397	36,656	10,956	25,437	23,189	11,853
Government	<u>62,029</u>	<u>19,732</u>	<u>7,942</u>	<u>10,614</u>	<u>15,431</u>	<u>12,538</u>
TOTAL	\$ 533,815	\$ 209,663	\$ 84,921	\$ 115,527	\$ 153,240	\$ 100,962
Percent Distribution:						
Agriculture	2.1%	1.9%	2.7%	0.7%	1.3%	2.4%
Mining	1.1%	0.8%	0.7%	0.1%	0.7%	0.3%
Construction	4.5%	4.1%	4.6%	4.7%	3.2%	4.0%
Manufacturing	18.3%	20.2%	29.8%	21.7%	31.0%	31.4%
Trans./pub. Utilities	7.9%	10.8%	9.6%	7.1%	7.4%	8.6%
Wholesale/retail Trade	17.6%	17.9%	15.9%	17.3%	15.4%	16.5%
Finance/Insur/Real Estate	17.6%	17.5%	14.5%	17.1%	15.8%	12.7%
Services	19.4%	17.5%	12.9%	22.0%	15.1%	11.7%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Percent of Total US GSP						
Agriculture	12.1%	4.2 %	2.4 %	0.9 %	2.1 %	2.6%
Mining	6.2%	1.7 %	0.6 %	0.1 %	1.1 %	0.3%
Construction	12.1%	4.4 %	2.0 %	2.7 %	2.5 %	2.0%
Manufacturing	11.9%	5.1 %	3.1 %	3.0 %	5.8 %	3.8%
Trans./pub. Utilities	10.7%	5.8 %	2.1 %	2.1 %	2.9 %	2.2%
Wholesale/retail Trade	13.4%	5.3 %	1.9 %	2.9 %	3.4 %	2.4%
Finance/Insur/Real Estate	13.5%	5.3 %	1.8 %	2.8 %	3.5 %	1.8%
Services	14.8%	5.2 %	1.6 %	3.6 %	3.3 %	1.7%
Government	12.6%	4.0 %	1.6 %	2.2 %	3.1 %	2.5%
TOTAL	12.7%	5.0 %	2.0 %	2.8 %	3.7 %	2.4%
Percent Total GSP - 1963	11.0%	6.6 %	2.7 %	2.9 %	5.3 %	2.1%
1963 to 1986 Change	1.7%	(1.6)%	(0.7)%	(0.1)%	(1.6)%	0.3%

Source: Bureau of Economic Analysis, U.S. Department of Commerce, Survey of Current Business, Vol. 60, No. 5 (May 1988).

that sector, and that despite the decline in oil prices. The smallest share increase was in the agricultural sector, .3%. In between, the Texas contribution to total GSP grew between 1.5% (finance, insurance and real estate) and 3.3% (construction).

Employment Patterns Changing

Texas' employment patterns are changing as a reflection of movement among the industrial sectors. Between 1982 and 1986 (four years of relatively slow economic growth in GSP terms), Texas added a net 300,000 nonagricultural employees (see Table 3).

Numerically, the largest gain (232,000) was in the service sector (up 20%). Proportionately, the big growth was in the finance, insurance, real estate area where net employment increased by

80,000 (up 22%). Mining (minus 98,000, or 32%), manufacturing (minus 94,000, 9%) and construction (minus 27,000, 6%) were the industrial sectors showing net employment decreases.

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Industrial States - 1986

New Jersey	New York	Ohio	Pennsylvania	Wisconsin	Texas	US Total
\$ 921	\$ 2,161	\$ 2,348	\$ 2,414	\$ 3,384	\$ 5,865	\$ 92,993
102	497	1,441	1,876	84	31,115	95,281
6,789	14,908	5,563	7,455	2,345	16,226	197,876
29,561	59,877	51,421	40,642	21,297	48,708	824,302
15,120	33,298	16,308	19,281	6,076	33,273	391,444
25,077	59,740	28,703	29,749	11,673	51,441	702,513
25,037	80,407	27,058	29,787	13,513	41,403	694,965
25,339	72,920	26,725	33,942	10,656	43,190	700,180
<u>14,358</u>	<u>38,929</u>	<u>16,535</u>	<u>18,412</u>	<u>7,895</u>	<u>32,289</u>	<u>492,151</u>
\$ 142,304	\$ 362,737	\$ 176,102	\$ 183,558	\$ 76,923	\$ 303,510	\$ 4,191,705
0.6%	0.6%	1.3%	1.3%	4.4%	1.9%	2.2%
0.1%	0.1%	0.8%	1.0%	0.1%	10.3%	2.3%
4.8%	4.1%	3.2%	4.1%	3.0%	5.3%	4.7%
20.8%	16.5%	29.2%	22.1%	27.7%	16.0%	19.7%
10.6%	9.2%	9.3%	10.5%	7.9%	11.0%	9.3%
17.6%	16.5%	16.3%	16.2%	15.2%	16.9%	16.8%
17.6%	22.2%	15.4%	16.2%	17.6%	13.6%	16.6%
17.8%	20.1%	15.2%	18.5%	13.9%	14.2%	16.7%
100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
1.0 %	2.3 %	2.5 %	2.6 %	3.6 %	6.3%	100.0%
0.1 %	0.5 %	1.5 %	2.0 %	0.1 %	32.7%	100.0%
3.4 %	7.5 %	2.8 %	3.8 %	1.2 %	8.2%	100.0%
3.6 %	7.3 %	6.2 %	4.9 %	2.6 %	5.9%	100.0%
3.9 %	8.5 %	4.2 %	4.9 %	1.6 %	8.5%	100.0%
3.6 %	8.5 %	4.1 %	4.2 %	1.7 %	7.3%	100.0%
3.6 %	11.6 %	3.9 %	4.3 %	1.9 %	6.0%	100.0%
3.6 %	10.4 %	3.8 %	4.8 %	1.5 %	6.2%	100.0%
2.9 %	7.9 %	3.4 %	3.7 %	1.6 %	6.6%	100.0%
3.4 %	8.7 %	4.2 %	4.4 %	1.8 %	7.2%	100.0%
3.8 %	10.9 %	5.6 %	5.8 %	2.1 %	5.0%	
(0.4)%	(2.2)%	(1.4)%	(1.4)%	(0.3)%	2.2%	

Texas Leads Growth of Major Industrial States

Between 1963 and 1986, the Texas contribution to total GSP increased from 5% to 7.2%, the largest net growth among the 12 major industrial states. This group of states in the aggregate account for 58% of the U.S. total GSP in 1986. In 1963, Texas ranked 7th among these 12 states; in 1986, Texas GSP had surpassed all but California and New York.

The fact that Texas dominates the mining sector (ranking number one in 1986, with no other state even close) is no surprise. Texas' position among these states in other industrial sectors might not have been expected: second behind California in agriculture, construction and transportation/public utilities; third behind California and New York in

wholesale-retail trade, finance/insurance/real estate, services and government; and fourth behind California, New York and Ohio in manufacturing.

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President

Texas Pays High Premium for Federal Aid

Texans sent \$6,845 million to Washington in fiscal year 1987 to help pay for federal grants-in-aid to state and local governments. In turn, Texas governments got back \$4,846 million of those grants. Each of those dollars that Texas got back had a direct cost of \$1.41; only Florida, at a cost of \$1.60 per grant-dollar, had a worse return. These data were recently reported by Tax Foundation, a Washington D.C. based governmental research agency.

In addition to the direct cost, state and local governments were required to provide 41 cents in local match for each related story on grant dollar; toss in a few more cents for administrative costs associated with grant programs and you see what a really bad deal Texas gets.

In 1987 there were 372 differ-

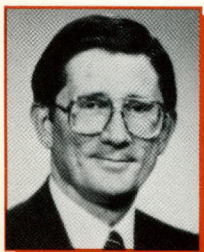
Estimated Tax Burden for Federal Grants-in-Aid Fiscal Year 1987				
Top 10 Winners		Top 10 Losers		
1.	Washington D.C.	\$0.36	Florida	\$1.60
2.	Alaska	0.49	Texas	1.41
3.	South Dakota	0.50	New Jersey	1.37
4.	Mississippi	0.53	Connecticut	1.36
5.	Montana	0.54	New Hampshire	1.30
6.	West Virginia	0.54	Colorado	1.27
7.	Maine	0.58	Kansas	1.22
8.	North Dakota	0.58	Illinois	1.22
9.	Vermont	0.62	Virginia	1.19
10.	Utah	0.65	California	1.19

Source: Tax Foundation, Tax Features, Vol. 32, No. 4 (June 1988).

ent grant-in-aid programs that disbursed almost \$103 billion. The four largest programs -- Medicaid (\$27.2 billion), highways (\$11.2 billion), Aid to Families with Dependent Children (\$10.5 billion) and Housing Assistance (\$5.8 billion) -- accounted for 53% of all grants.

The accompanying table shows the top ten winners and losers among the 50 states and the District of Columbia.

Why I Support the Texas Research League



The League is a rare organization which brings business together in search of a high ideal -- the quest for truth! Truth -- the product of intense, thorough and objective research -- does indeed serve as the firmest of foundations upon which our elected

officials can base wise decisions and construct appropriate policies. --John B. Utsey

Chairman &
Chief Executive Officer,
Foley's, Houston

League Researcher's Work Selected for Publication

League Research Analyst Anne Dunkelberg's professional report for her master's degree from the LBJ School of Public Affairs will be published by the LBJ School. The report, *Expanding the Medicaid Program in Texas: Funding Issues and Alternatives*, will be part of the school's *Special Project Report* series. The publication will be available in September and may be purchased through the Office of Publications, LBJ School of Public Affairs, The University of Texas at Austin, Austin, TX 78713-7450, (512) 471-4962, Ext. 218.

Mark Your Calendar Now!
TRL Annual Meeting -- Friday, November 11, 1988 -- Austin

Budget Execution -- First Try

Texas voters modified the Texas Constitution in 1985, giving the governor the authority to take money away from agencies that develop funding surpluses and to redirect that money to other programs where needs have developed usually because of changing economic events. The final budget execution details, ironed out by the legislature in 1987, reflect an uneasy compromise between the legislative and executive branches as illustrated by the checks and balances provisions built into the process.

Governor and Legislative Budget Board Act in Concert

The governor is authorized to make several types of proposals affecting the expenditure of an agency's funds. The details must be published in the Texas Register, after which the Legislative Budget Board (LBB) conducts a public hearing on the recommendation.

The LBB may ratify, reject or modify the proposal. If ratified, the proposal takes immediate effect. If the proposal is rejected, the governor's next action is unclear as there is no precedent to follow since the budget execution process has never before been attempted in Texas. Should the LBB modify the proposal, the changes are incorporated into a contingent order which may be approved or rejected by the governor.

Finally, the governor's proposal expires if the LBB takes no action within 31 days after publication. A contingent order adopted by the LBB also expires if not approved by the governor within 31 days following publication.

Texas' First Try at Budget Execution

Governor Clements put forth six budget execution proposals involving the expenditure of \$52 million to meet emergency situations. Three adult corrections agencies -- the Department of Corrections (TDC), the Board of Pardons and Paroles (BPP), and the Adult Probation Commission (APC) -- and the Department of Mental Health and Mental Retardation (MHMR) are involved.

Five proposals would provide relief for jail overcrowding, and by extension, relief for the prison system.

- Transfer \$6.9 million in FY 1988 funds from the BPP, the APC and the Governor's Office to the governor's Criminal Justice Planning Division to award a grant in FY 1989 to a nonprofit corporation for renovation and/or operation of a Bexar County jail facility;
- Transfer \$9.2 million in TDC's FY 1988 ap-

- propriation to FY 1989 to construct five 200-bed trusty camps for TDC-bound county jail inmates;
- Transfer \$1.7 million in unexpended BPP FY 1988 funds for use in FY 1989 to increase parole approval rates and to expedite the release of certain TDC inmates;
- Transfer \$2 million in APC FY 1988 funds to FY 1989 to increase funding for electronic monitoring and intensive supervision of paroled prison inmates; and
- Transfer \$150,000 from the Emergency Grants section of the governor's office to the Criminal Justice Division to fund a grant to the Jail Standards Commission to provide counties experiencing jail overcrowding with technical expertise regarding incarceration alternatives.

The remaining proposal is designed to permit MHMR to continue compliance with court-approved settlement agreements involving the state schools and state hospitals. Basically, the department needs \$31.7 million above FY 1988 appropriations in 1989. That would be provided by transferring \$11.7 million from FY 1988 to FY 1989 and by allocating to MHMR \$20 million generated by the sale of the Austin State School Annex and the Leander Rehabilitation Center.

First Attempt Successful

The six budget execution proposals were considered at the LBB's August 10th meeting. The MHMR recommendation and four of the jail-overcrowding suggestions were approved with no change.

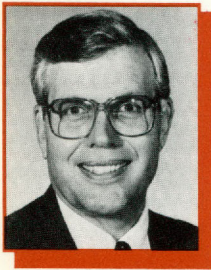
- The \$150,000 request to fund a technical expertise component in the Jail Standards Commission was rejected; and
- The \$6.9 million proposed to fund renovations and operations of a Bexar County jail facility was modified in a contingent order requiring the governor's office to present an expenditure and operations plan for LBB review at a September 12th meeting.

The governor approved the Board's recommendations effective August 12th.

Almost two decades have passed since the League first proposed the establishment of a budget execution process that would enable the governor and the legislature to respond to budget crises during the interim between legislative sessions. The new procedure apparently worked smoothly in the first try; it represents a significant improvement in the state budget process.

Export Help Coming

In 1986, League President Dr. Gary Wood served on Speaker Gib Lewis' Economic Advisory Group, and earlier this year he acted as a member of the state Strategic Economic Policy Commission. In both organizations, a considerable amount of time and energy were expended in seeking ways to expand Texas businesses' export-awareness.



*Gary E. Wood
League President*

In a world which is increasingly becoming more interdependent, and in which foreign markets are so enticing, it is essential that Texas get its share of the pie, and at present this is not happening.

Why are Texans and Texas businesses failing to aggressively move into world markets? It seems clear that there is

money to be made, and a strong export sector would help offset many of the undulations of the domestic economy. Furthermore, the exporting industries could create jobs for some of those workers displaced by increasing levels of U.S. imports. Finally, increased exports would help reduce the national trade deficit.

Well, one of the main reasons that Texans are not exporting more is that very few Texans know how to. They don't know how to identify markets, get the proper permits or finance international sales. Texans generally lack a "mercantilist" frame of mind, and exporting probably seems a bit frightening and confusing.

Publications

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Help is on the way! The Texas Department of Commerce has established an Office of International Trade which is working very hard to take the mystery out of exports for Texas businesses.

The Department has joint-ventured with local organizations to establish twelve Export Assistance Centers (EAC), located in Austin (2), Beaumont, Dallas Community College, Longview, Lubbock, Midland (2), Mount Pleasant, San Antonio (2) and Temple. These are full service offices with trained personnel and immediate access to practical information on markets, pricing, transportation, financing, and available government programs.

These EACs are supported by a network of Export Allies. These Allies presently lack the staff and facilities of the EACs, but they still receive strong support from the Texas Department of Commerce. Through them, trade leads from Austin will be available, training will be facilitated, a library of export assistance information will be available, and local export prospects will be identified.

These export assistance programs are available to help Texans now, and new capacity is being added weekly. Texas taxpayers will be happy to know that no state tax dollars are being spent in this effort. If your company is interested in learning more about international markets and how to access those markets, or if you want to attend a trade show with the state of Texas, contact the Office of International Trade, Texas Department of Commerce, Box 12728, Austin, Texas 78711, telephone (512) 320-9659.

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