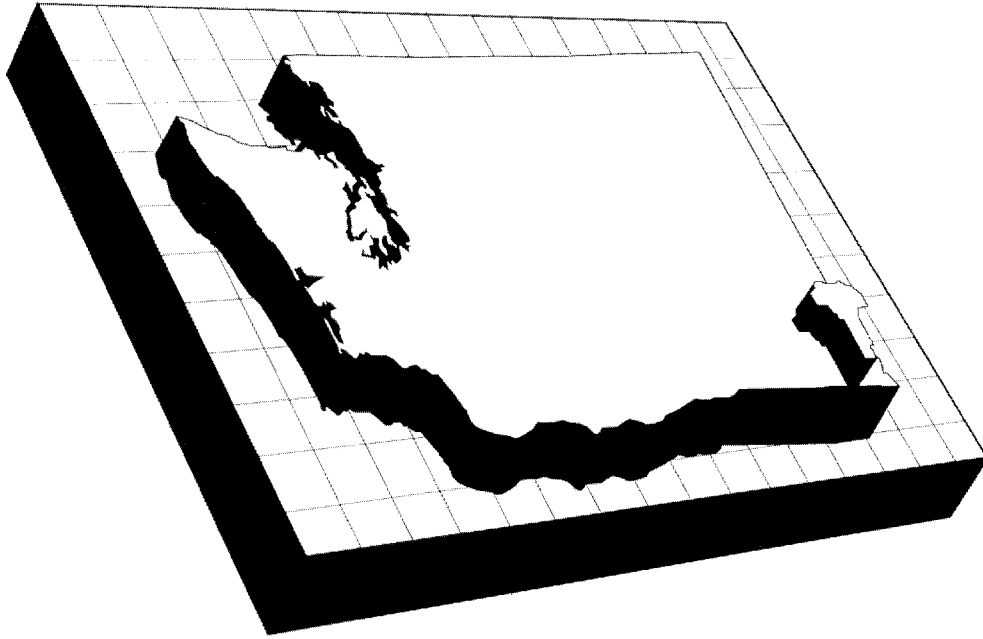


GARFIELD COUNTY PROFILE



September 2000
Labor Market and
Economic Analysis Branch
Greg Weeks, *Director*

**GARFIELD COUNTY PROFILE
SEPTEMBER 2000**

Labor Market and Economic Analysis Branch
Employment Security Department

This report has been prepared in accordance with
RCW 50.38.050.

Carver Gayton, *Commissioner*
Washington State Employment Security Department

Greg Weeks, *Director*
Labor Market and Economic Analysis Branch
P.O. Box 9046
Mail Stop 46000
Olympia, WA 98507-9046
(360) 438-4800

Prepared by Gary Kamimura, *Economic Analyst*
and Revelyn Froyalde, *Research Analyst*
Layout by Bonnie Dalebout, *Graphic Designer*

Acknowledgements:

Palouse Economic Development Council
N.E. 1345 Terre View Drive
Pullman, WA 99163
(509) 334-3579

Pullman WorkSource Affiliate

Fred Walsh, *Regional Labor Economist*
Washington State Employment Security Department
P.O. Box TAF-C-14
Spokane, WA 99220-4014
(509) 532-3188

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INTRODUCTION

This report profiles the labor market and economic characteristics of Garfield County. It was prepared by the Labor Market and Economic Analysis (LMEA) Branch of the Washington State Employment Security Department and is one in a series that profiles labor market and economic conditions in each of Washington's 39 counties.

The profile is designed to assist state and local planners in developing local economic strategies. It is also an effective tool for answering labor market and economic questions frequently asked about the county. Readers with specific information needs should refer to the *Table of Contents* or to the *data appendix* to more quickly access those sections of particular interest to them.

The purpose of this report is to provide a comprehensive labor market and economic analysis of Garfield County. Characteristics profiled include the following:

- physical geography, economic history, and demographics
- labor force composition and trends
- industries, employment, income, and earnings
- skills and occupations
- economic development, job training, and employment services

LMEA has a homepage on the Internet. The homepage contains labor market information which can be accessed by area or by type of information. The site address is:

<http://www.wa.gov/esd/lmea>

Much of the information included in this report is regularly updated in an LMEA database made available to the public online at the Internet address provided above. For further details, contact LMEA at (360) 438-4800.

Any inquiries or comments about information in the profile should be directed to the Economic and Policy Analysis Unit of LMEA.

GEOGRAPHY

Garfield County is situated in southeast Washington and comprises a total land mass of 710.5 square miles (1.1 percent of the state's total land mass), which ranks 33rd in size among Washington's 39 counties.

The county is bounded to the north by Whitman County (demarcated by the Snake River), to the west by Columbia County, and to the east by Asotin County. Its southern boundary is roughly 10 miles long and is part of the Washington-Oregon border.

The county's southern panhandle is rugged and densely forested as it represents the northernmost extension of the Blue Mountains (most of the range lies in Oregon). This range also falls under the jurisdiction of the U.S. Forest Service as it is designated as part of the Umatilla National Forest and the Wenaha-Tucannon Wilderness Area.

The northern part of Garfield County is a rich and fertile plain of sand and silt layered over a basalt foundation. It extends from the foothills of the Blue Mountains to the Snake River. At the northernmost boundaries of the county, the Snake River has cut an enormous canyon into the earth. In fact, the Snake River Canyon descends as much as 2,000 feet in places along the county's border.

From origins high in the Blue Mountains, major tributaries flow through the valleys and across the plains before emptying into the Snake. In Garfield County, these tributaries include Pataha Creek, Alpowa Creek, Deadman Creek, and Meadow Gulch Creek.

ECONOMIC HISTORY

The following was excerpted from *History of Garfield County* by E.V. Kuykendall, with added material by Don Walsh.

The Nez Perce were the first known inhabitants of what is now Garfield County. Though indigenous to the region, they lived a semi-nomadic life that included seasonal treks across the Rocky Mountains to the Great Plains to hunt buffalo. The route was called the Nez Perce Trail.

The Nez Perce Trail extended east from the Columbia River at the present-day town of Wallula (in Walla Walla County) through present-day Garfield County and then across the Rockies to the Great Plains. Tribes from across the western United States gathered on the plains to participate in the buffalo hunt. Other south-central Washington tribes frequenting the trail were the Yakima, Klickitat, Walla Walla, Cayuse, and Umatilla.

The trail, however, was more than a road to the buffalo hunting grounds. It was the principal travel route across the Rockies. As such, it was also used by tribes on both sides to engage in commerce. In fact, it is believed to have been the most widely used route in the entire western territory. The Nez Perce also employed canoes, traveling upon the Snake River and its tributaries to engage in commerce.

A lasting testament to the strategic placement of the Nez Perce Trail and its importance to the development of the region was its use by white explorers Lewis and Clark and B.L.E. Bonneville, as well as by fur trappers, prospectors, the military, missionaries, and homesteaders. Even today, highways (namely present-day Highway 12) largely parallel the old trail.

The Lewis and Clark Expedition signaled the beginning of white exploration in what would become Garfield County. In 1805, the party passed the county along its northern Snake River border on their journey to the Pacific Ocean. On their return trip in 1806, the party left the Columbia near the present-day town of Wallula and cut an eastward path through the heart of Garfield County on horseback. They used the old Nez Perce trail to guide them. The observations of Garfield County made by Lewis and Clark in their journals stimulated interest in the new territory.

The fur industry was among those most interested. From its Fort Walla Walla trading post (near present-day Wallula in 1818), the British Northwest Fur Company

expanded its operations into Garfield County. In 1821, the Northwesters were taken over by the Hudson's Bay Company, giving the latter a virtual monopoly over the fur trade. Garfield County (indeed much of southeast Washington) proved a profitable trapping region. Beaver and otter were abundant in and around the Tucannon River in the county's panhandle. In 1833, Captain B.L.E. Bonneville reconnoitered the region on behalf of American fur interests. His journey was immortalized in Washington Irving's, *The Adventures of Captain Bonneville*.

Among the notable migration parties was that led by John Work of the Hudson's Bay Company. Starting from the Fort Walla Walla outpost in September of 1831, Work and his 56-person party followed the Nez Perce Trail as they headed east across Garfield County and other parts of southeast Washington to the Upper Snake River country. Other settlement parties were led by missionaries, notably Dr. Marcus Whitman and Reverend Henry H. Spalding in 1836. Spalding's impact on Garfield County history was the more pronounced because of his success in converting many Nez Perce Indians to Christianity.

When Washington Territory was established in 1853, present-day Garfield County was part of Walla Walla County, which then encompassed all of eastern Washington, Idaho, and one-fourth of Montana.

A Nez Perce Indian named Daniel Types is believed to be the first permanent settler in Garfield County. Types, an early convert of Reverend Spalding, cultivated corn and other vegetables in the Alpowa Valley. The first white settler in Garfield County was Parson Quinn who settled in the Pataha Valley about 11 miles from present-day Pomeroy. He was followed by the likes of J. M. Pomeroy who arrived in 1864 to operate an eatery and stage stop at what would later become the town of Pomeroy.

The establishment of a stagecoach line between the towns of Walla Walla and Lewiston in 1862 precipitated a wave of migration into the Pataha and Alpowa valleys. Most of the new arrivals engaged in either cattle ranching or vegetable farming. Wheat farming, from which the area eventually gained its reputation, was not yet recognized as a feasible undertaking.

By 1875, the region's population had grown to the point that the Columbia-Garfield-Asotin area was partitioned from Walla Walla County to form Columbia County.

In 1877, Columbia Center became the first town platted in what would become Garfield County. It sat at the foot of the Blue Mountains along Pataha Creek at the northern end of the county's panhandle. At that time, it was in Columbia County, hence the town name. Though no more (it faded in the late 1880s after being bypassed by the Union Pacific line that ran between Starbuck and Pomeroy), it is remembered as a busy town which, at its height, had sawmills, flour mills, a post office, stores, saloons, restaurants, stables, blacksmiths, a school, and private residences.

The town of Pomeroy was platted in 1878 after Joseph M. Pomeroy and William C. Potter built a flour mill on the site. The town expanded quickly as newcomers fueled the demand for services and trade. By 1880, Pomeroy surpassed Columbia Center and others as the leading town in the region. It did, however, receive stiff competition from the town of Pataha (3 miles east of Pomeroy).

In 1881, population growth compelled the Territorial Legislature and Territorial Governor W.A. Newell to partition the southeast Washington region once again, creating Garfield County (named in memory of President James A. Garfield who was assassinated earlier that year). The new county encompassed what is now Garfield and Asotin counties (the boundaries of present-day Garfield County were established in 1883 when it was partitioned to create Asotin County). The economic rivalry between Pomeroy and Pataha turned into a political one as well as the two vied for the county seat. Though Pataha held the seat temporarily, Pomeroy ultimately prevailed.

The creation of Garfield County precipitated yet another wave of immigration and settlement into the county, particularly into the Pomeroy area. Consequently, Pomeroy was incorporated on January 27, 1886. Cityhood was matched by an equally important event a few days earlier—the completion of the Oregon Railroad & Navigation Company's (O.R.N.C.) Starbuck-Pomeroy line.

The economic development of Garfield County cannot be adequately described without citing the forms of transportation that supported it. Before the arrival of the railroad, freight was shipped to Garfield County via a network of steamers and wagons. Freight usually originated in Portland and moved up the Columbia and Snake rivers to a dock at New York Bar (in Columbia County). From there, it was loaded onto wagons for overland shipment to Pomeroy. On their return trip, freighters would transport local commodities such as

grain and livestock to the dock for transport to major markets. People arrived and left Garfield County by the same route, though typically by stagecoach on the overland leg of the journey.

Water transport of local commodities, however, proved unreliable as shallow drafts and low river levels combined to make transport impossible at times. Moldy rotting grain resulted from shipments left on the docks for long periods; keeping cattle and other livestock near the docks during down times was another inconvenience.

Railroads changed all that. Work began on the Starbuck-Pomeroy line in 1885 after the right-of-ways were transferred from local owners to the O.R.N.C. The 30-mile line was built in less than a year using Chinese laborers. Once built, the rail line made obsolete the docks at New York Bar as well as the steamer and wagon network that had served the county so long. The rail line also established Pomeroy as the undisputed leader among local towns. Neighboring Pataha faded after Pomeroy officials, in a final act of rivalry, blocked the proposed extension of the line to that town. By 1887, Pataha was no longer an economic rival.

Among the numerous Garfield County towns that came and went—or that existed on paper only—were Alpowa, Belfast (later Mentor), Berlin, Central Ferry (later Reform), Chard Station, Gould City, Ilia, Mayview, Peola, Ping, Valentine, and Zumwalt (later Houser Station). Most were platted for the purpose of establishing post offices for the local industry (e.g., milling). As industries folded, so too did towns as remaining residents relocated to the Pomeroy-Pataha area.

The Pomeroy-based *Washington Independent* was the first newspaper published in Garfield County. Started in 1880 when the area was still part of Columbia County, it operated until 1901. During its existence, it was a rival of the *Columbia Chronicle*, a Dayton-based paper. The *Washington Independent* was followed by the *Pataha Spirit* in 1881 and the *Pomeroy Republican* in 1882, the latter being a forebearer of the present-day *East Washingtonian*. Two other papers, the *Garfield County Standard* and *The Pataha Farmer*, were short-lived and eventually absorbed by the *East Washingtonian*. Today, the *East Washingtonian* is the county's only locally-published newspaper.

The turn of the century brought greater and greater expansion in Garfield County's grain production industry as new technology and equipment improved crop yields and harvesting methods. Local farmers were pressed to produce grain for both state consumption and overseas troops during World Wars I and II and the Ko-

rean War. During this period, security networks were set up to protect grain and grain facilities. By the end of World War II, Pomeroy was the main grain shipping point on the Union Pacific line. Record grain crops were posted in 1951 and 1970, but shaken by severe drought in 1977.

Besides wheat, peas became a major crop in Garfield County. This led to seasonal harvest workers and others involved in the storage and wholesaling of peas. By far the most significant event resulting from local pea crops, however, was the arrival of the Blue Mountain Cannery. Prior to its arrival, peas were shipped to neighboring Columbia County for processing at the Blue Mountain Canneries' plant in Dayton. Pomeroy-based Blue Mountain Cannery (a subsidiary of Minnesota Valley Canning Company) began operating in July 1942 and was the first major food processing firm to locate in the county. It averaged around 450 workers for the 30-40 day harvest and packing season. The peas were processed for the nationally recognized Green Giant label.

Pea harvesting and packing records were set in 1951 and 1956. Nonetheless, the plant closed in October 1960 as freight rates doubled and pea prices remained constant. The closure effectively ended the once-significant role of pea growing and packing in Garfield County. Both the plant and its property were purchased a month later by the Robert Dye Seed Ranch, which packaged bluegrass seed for the O.M. Scott Lawn Seed Company. By 1963, the company was the largest bluegrass seed processor in the nation.

Since the turn of the century there had been renewed interest in improving the navigability of the Columbia and Snake rivers with a series of dams and locks in order to break the virtual freight monopoly held by railroads over

the past half century. This interest ultimately took form during the 1960s and early 1970s as the Lower Snake River Project, easily the most significant economic development effort of the period. The U.S. Army Corps of Engineers project saw the construction of a series of hydroelectric dams and navigational locks on the Snake River. Two of the four dam-locks had particular impact on Garfield County—Little Goose Dam near Starbuck (in Columbia County) and Lower Granite Dam north of Pomeroy. Both boosted the local population and labor force greatly as construction workers and their families migrated into the county. Little Goose Dam began operating in 1970, Lower Granite Dam in 1975. Bonneville Power Administration transmission lines were strung across the county in 1973.

Ironically, the historic Pomeroy-Starbuck line—once the economic lifeline of the community—was officially abandoned by Union Pacific in 1981 after several years in the red.

Today, Garfield County's economy continues to be tied closely to the production of wheat and other grains. This activity has also sustained complementary industries tied to the storage and wholesale trading of grain commodities. Government employment also plays a major role in the local economy vis-à-vis the U.S. Army Corps of Engineers (which oversees and maintains dams and locks on the Lower Snake River) and the U.S. Forest Service (which oversees Umatilla National Forest lands in the south county). Local government is mainly represented by county administration as well as by local school and fire districts. The county's modest retail trade and service base is concentrated in the Pomeroy area.

POPULATION

As a general rule, population changes are seen as an important economic indicator. A growing population can symbolize economic health while a waning one can signify economic decline. However, changes in population are lagging, not leading, indicators. It takes time for

people to arrive once labor demand arises and it takes time for them to leave once that demand lessens. Nevertheless, population changes provide good insight into how the economy is performing and how it has performed over time.

Trends

The Office of Financial Management estimated Garfield County's population to be 2,300 in 2000—making it the least populous county in Washington. That translated into four one-hundredths of one percent of the state population and a population density of a little more than three residents per square mile.

Moreover, Garfield County's population has, for the most part, been declining (*see Figure 1*). The county's population fell at an annual rate of 0.8 percent over the 1970-2000 period. This is in stark contrast to the 1.8 percent annual rate of increase seen statewide. It should be noted, however, that the 30-year observation period captures declines during the 1970s that were actually the population returning to historic levels following completion of work on the Lower Snake River Project.

In the late 1960s and early 1970s, the county's population ramped up quickly and peaked at 3,200 as workers employed on the Little Goose and Lower Granite dam projects (and their families) resided in the county. The population fell rapidly thereafter as the projects were

completed and workers left the area. The population declined again in the early 1980s as national economic recessions cost jobs and compelled some residents to leave the county in search of other opportunities. The population settled around 2,400 through the mid-1980s, then slid as low as 2,248 in 1990 as the farming situation weakened. The population rebounded to 2,400 again as the broad-based economic expansion buoyed even Garfield County, but slipped to 2,300 in 2000.

Two things cause population change. One is natural change; births and deaths. Only major socioeconomic occurrences alter the pattern of natural change (both the Great Depression and the aftermath of World War II resulted in significant changes in the nation's birth rate). The second cause of population change is migration, which can give insight into an area's current economic trend. The migration trend is quite revealing in Garfield County. From 1970-99, Garfield County saw a net loss of 511 residents (*see Figure 2*). Of that number, 32 were the result of a net natural population decrease and 479

Figure 1
Population Trend
Garfield County, 1970-2000
Source: Office of Financial Management

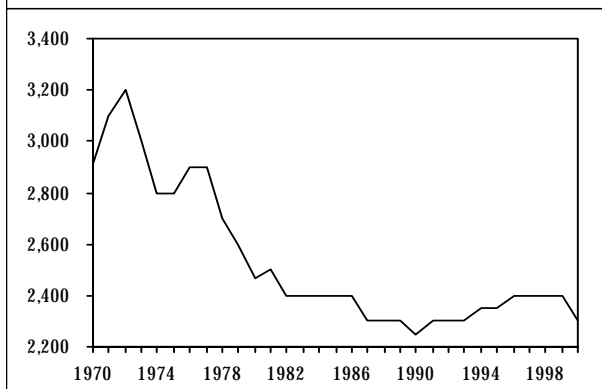


Figure 2
Components of Population Change
Garfield County, 1970-1999
Source: Office of Financial Management

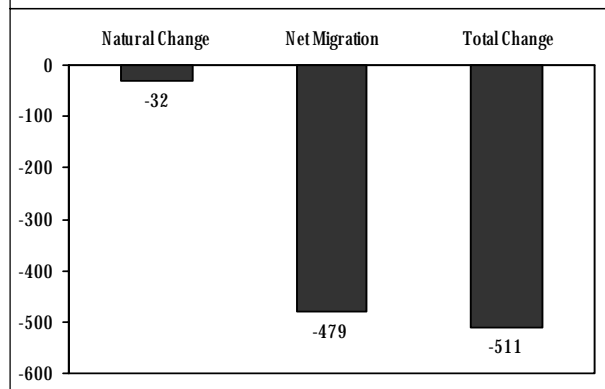
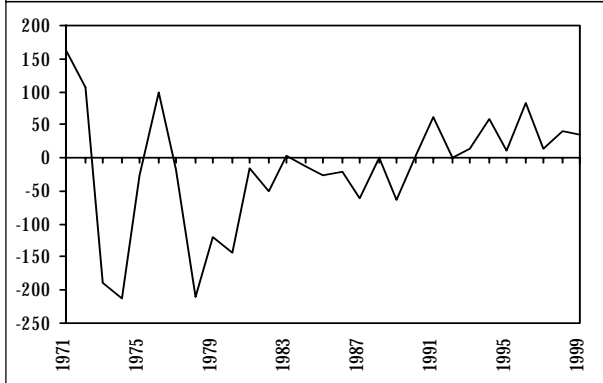


Figure 3
Net Migration
Garfield County, 1971-1999
Source: Office of Financial Management



resulted from net out-migration. Net migration in Garfield County has eased over the years with the biggest swings taking place during the 1970s in the wake of dam construction (see *Figure 3*).

Towns and Cities

Of Garfield County's 2,300 residents in 2000, 62 percent lived in the city of Pomeroy (pop. 1,425), the county's only incorporated municipality as well as the county seat of government. The balance of county residents lived in unincorporated areas concentrated in the north county in towns like Pataha and across the countryside on individual farms. Pomeroy's population grew

2.3 percent from 1990-2000 compared, a figure that was matched by the unincorporated areas of the county. Statewide, the growth was 34.2 percent in incorporated areas and 3.2 percent in unincorporated regions. *Figure 4* shows the specific data for Garfield County from 1990-2000.

Figure 4
Population of Cities and County
Garfield County, 1990-2000
Source: Office of Financial Management

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	1990-00
Garfield	2,248	2,300	2,300	2,300	2,350	2,350	2,400	2,400	2,400	2,400	2,300	2.3%
Unincorporated	855	886	885	865	890	885	925	955	955	955	875	2.3%
Incorporated	1,393	1,414	1,415	1,435	1,460	1,465	1,475	1,445	1,445	1,445	1,425	2.3%
Pomeroy	1,393	1,414	1,415	1,435	1,460	1,465	1,475	1,445	1,445	1,445	1,425	2.3%

Age Groups

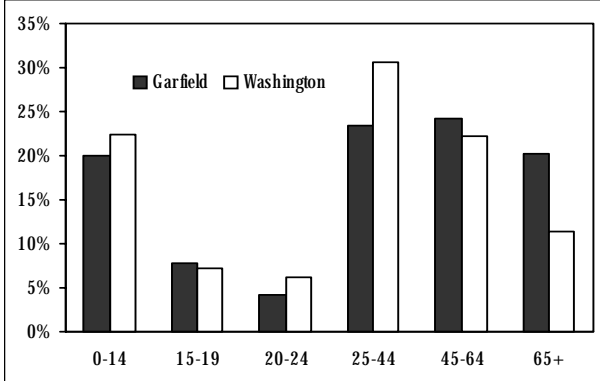
The distribution of population by age group as well as changes in this distribution over time shows aspects of the population not revealed by the overall numbers. *Figure 5* on the next page shows the populations of Garfield County and Washington by age group. These age groups are significant if one makes the following assumptions:

- 0-14 = Infants or adolescents a decade or two removed from the labor force
- 15-19 = Prospective new entrants into the labor force, except college students

- 20-24 = New entrants into the labor force
- 25-44 = Young workers in their prime years of productivity
- 45-64 = Mature workers with years of accumulated skills and experience
- 65+ = Retirees

In Garfield County and Washington, the population is aging. From 1980-99, the county's median age (the age at which there is an equal number above and below)

Figure 5
Population by Age Groups
Garfield County & Washington, 1999
Source: Office of Financial Management



increased from 36.8 years to 41.7; the state's increased from 29.8 to 35.4. The driving factor overall is the aging of that large cohort known as the Baby Boomers (born between 1946 and 1964).

Patterns of change in the size of age-groups from 1980-90 were the same between the county and the state. The 25-44 group, for example, gained share size in both the county and the state. The 20-24 group in both areas lost share size. However, there were differences in the sizes of the age groups in 1999. Garfield County has fewer younger workers relative to the state and a considerably larger population of older workers and retirees. This underscores what was already discerned through the median age.

Demographics

The gender makeup of Garfield County's population did not change appreciably from 1980-90. In 1980, males and females both accounted for 50 percent of the population. Over the next 10 years, females became a majority of the county by increasing their share size by 1 percent.

Racial characteristics have not shifted significantly. Whites effectively constituted 99 percent of the Garfield County's population in 1990 (99.2 percent) and 1999 (98.7 percent). The one-half of one percentage point

loss of share among whites was due solely to the doubling of the Native American populace from 12 to 24. The other racial groups saw their smaller numbers hold constant from 1990-99. Hispanics, who are counted separately from racial groups, saw their population climb two-thirds from 22 in 1990 to 37 by 1999. *Figure 6* shows the estimated number of each race and Hispanic group in 1999. Garfield County's population was considerably less diverse than was the case statewide, where whites constituted a significant, but less dominant 88.7 percent of the state population in 1999.

Figure 6
Population Estimates by Race and Hispanic Origin
Garfield County and Washington, 1990 and 1999
Source: Office of Financial Management

	Census		Estimates		1990-1999
Garfield	1990		1999		% Change
Total	2,248	100.0%	2,400	100.0%	6.8%
White	2,229	99.2%	2,368	98.7%	6.2%
Black	0	0.0%	0	0.0%	-
Indian/Aleut	12	0.5%	24	1.0%	100.0%
Asian/Pac Islander	7	0.3%	7	0.3%	0.0%
Hispanic	22	1.0%	37	1.5%	68.2%
Washington					
Total	4,866,692	100.0%	5,757,400	100.0%	18.3%
White	4,411,407	90.6%	5,107,571	88.7%	15.8%
Black	152,572	3.1%	198,670	3.5%	30.2%
Indian/Aleut	87,259	1.8%	109,509	1.9%	25.5%
Asian/Pac Islander	215,454	4.4%	341,650	5.9%	58.6%
Hispanic	214,570	4.4%	356,464	6.2%	66.1%

CIVILIAN LABOR FORCE

The resident civilian labor force is defined as all persons 16 years of age and older within a specified geographic area who are either working or actively seeking work. This excludes those serving in the armed forces. Like the general population, the labor force can be seen as a key economic indicator. Patterns of growth and decline in the county's labor force are largely driven by economic cycles as well as activity in the local construction, government, and agricultural sectors. Since gross domestic product and gross state product are not gathered at the county level, labor force changes, as well as other measures, serve as substitutes. In 1999, the labor force in Garfield County was estimated at 1,110.

Figure 7 displays Garfield County's labor force trend over nearly the past 30 years with the latest estimate being 1,110 in 1999. The county's labor force was 1,330 in 1970 which, if held against the 1999 level, nets a 0.6 percent annual rate of decline over the period. However, because the county's labor force was so volatile during this period, looking at the change over those two points in time is not terribly instructive. Rather, it is more useful to view the county's labor force trend in segments.

To start, the Lower Snake River Project begun in the early 1960s had an enormous impact on Garfield County's

labor force. By the time the observation period began in 1970, the county's labor force was already expanding in response to dam construction. In fact, from 1,330 in 1970, it climbed 44.4 percent in 1971 and another 11.5 percent the following year to peak at 2,140 in 1972. The county's local labor force contracted during the mid-1970s, however, as both the Little Goose and Lower Granite dams were completed and operational by 1975. It bottomed out in 1977 at 1,180. The county's labor force rose slightly in the late 1970s, only to fall once again to 1,090 in 1982 at the height of the recessions of the early 1980s. A post-recession recovery saw an 18 percent gain to 1,290 from 1982-83 before steadily slumping to 980 by 1989. All told, the county's labor force experienced an annual rate of decline of 4.5 percent from 1972-89. In the decade since (1989-99), the county's labor force has experienced annual growth of 1.3 percent to its current level of 1,110.

Perhaps the most illustrative way to view Garfield County's labor force trend is to compare it against the state's pattern over the same period (see Figure 8). Clearly, the county's labor force growth has paled against that of the state over the 1970-99 period with the exception of the huge run-up witnessed in the early 1970s.

Figure 7
Resident Civilian Labor Force
Garfield County, 1970-1999
Source: Employment Security Department

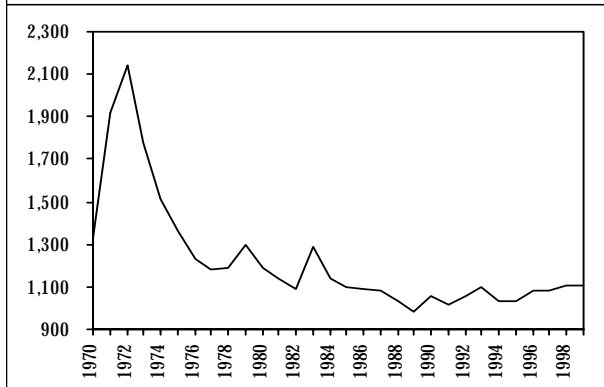
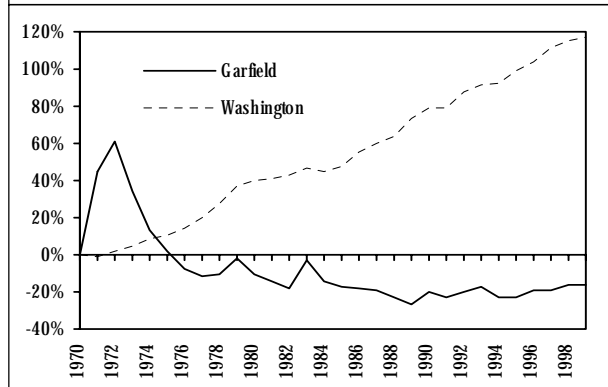


Figure 8
Resident Civilian Labor Force Growth
Garfield County and Washington, 1970-1999
Source: Employment Security Department



Demographics

Ethnically, the labor force composition of Garfield County is equivalent to its general population. According to the 1990 Census, 99 percent of the county's labor force was white—amounting to 990 participants out of a total 994. (Two Asian/Pacific Islanders and two Native Americans were the only nonwhites in the county's labor force.)

As mentioned earlier, the general population of Garfield County is evenly split between males and females. However, the labor force is not split evenly. Fifty-six percent of the work force is male while 44 percent is female. State-wide, males also have the majority at 55 percent.

Comparisons of the 1980 and 1990 Censuses show that the county is part of a nationwide trend of increased female participation in the work force. Even though males still outnumber females, there was significant change during the past decade. In Garfield County, the number of working males declined 18 percent while the number of working females increased by 9 percent. The type of employment also changed. Women took full-time jobs at a higher rate than did men. The number of women working full time in Garfield County increased 43 percent while the number of men working full time decreased 13 percent.

UNEMPLOYMENT

The civilian labor force consists of both those who are working and those without a job who are looking for work. The unemployment rate is the percentage of the total labor force who are not working but who are actively looking for work. The unemployed do not include retirees, persons in institutions (including students), or those who have come to be known as discouraged workers, i.e., persons who would like to work but who are not actively searching for a job.

At the national level, the unemployment rate is determined by a monthly survey of households. Here in Washington, the state's portion of this household survey is integrated with other information (e.g., unemployment insurance claims and surveys of business establishments) to produce unemployment rates at the state and county level.

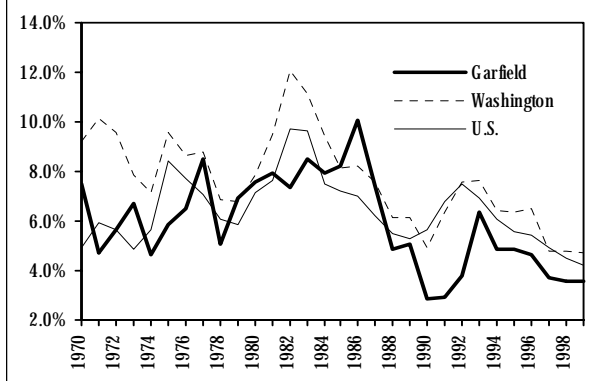
Figure 9 shows the unemployment rate for Garfield County, Washington, and the U.S. from 1970-99. From 7.5 percent in 1970 (in the wake of an economic recession), the county's unemployment rate subsided to 4.7

percent by 1971. Local unemployment rose to 6.7 percent by 1973, however, as the first group of construction workers was released from the Lower Snake River Project. Although layoffs continued through the mid-1970s, local jobless rates subsided as affected workers chose to leave the county (the rates would have remained as high, perhaps higher, had the workers not left the county). In 1977, unemployment in Garfield County hit an unusually high 8.5 percent as a severe drought ruined that year's grain crop. By 1978, the jobless rate was back down to 5 percent.

Garfield County unemployment rose into the 7 to 8 percent range during the recessions of the early 1980s. But even as the nation entered a period of economic expansion in the mid-1980s, local jobless rates edged higher to 10.1 percent (1986) as the county's trade sector suffered employment losses. Eastern Washington, as a whole, did not fully share in the economic expansion of the 1980s. By 1988, however, Garfield County's unemployment rate had fallen to 4.9 percent, and although it ticked up slightly the next year, 1990 found it at the lowest level of the two decades shown on the chart. Once again, though, recession caused a surge in idled workers and the rate shot up to 6.4 percent in 1993. Since then, however, the jobless rate has steadily fallen to 3.6 percent in both 1998 and 1999.

In general, unemployment runs lower in Garfield County than it does in other areas of the state despite the fact that its economy is dominated by agriculture. This is because the county's agricultural base is anchored in grain commodities. The harvesting of grain is not as labor-intensive as other commodities like tree fruits. In counties where fruit orchards predominate, farmers must hire large numbers of field workers for short periods of time causing consistently high unemployment. This is not the case in Garfield County.

Figure 9
Unemployment Rates
Garfield, Washington, & U.S., 1970-1999
Source: Employment Security Department



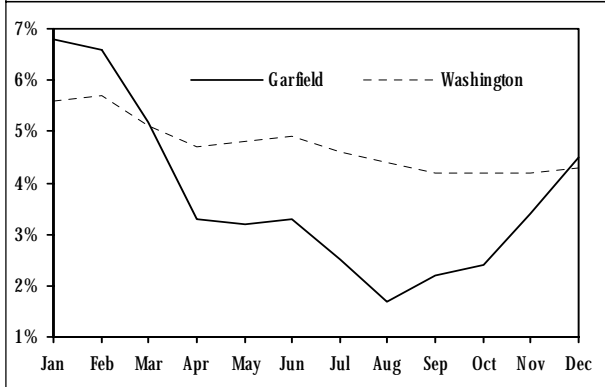
Seasonality

While the types of crops grown in Garfield County do not require large numbers of laborers as do other areas, there is still a strong variation in unemployment over the course of the year, primarily because of agriculture and its influence on other industries. There is a much greater need for workers during the months of good

weather than there is during the winter. Consequently, the unemployment rate fluctuates accordingly. Figure 10 on the next page shows the pattern over the course of 1999 and compares the variation to Washington.

During winter, unemployment hovered at around 7 percent in Garfield County but then plunged steadily to

Figure 10
Monthly Unemployment Rates
Garfield and Washington, 1999
Source: Employment Security Department



less than 2 percent by late summer, early fall when the wheat harvest was in full swing. The county's jobless rate swings upward again as the harvest draws to a close and colder fall and winter weather set in. While Washington also reveals some seasonal variation over the year (inasmuch as it captures seasonal natural resource and agricultural activity in other regions), it is not nearly as sharp as in Garfield County. The pattern in the county recurs year after year. While the upper and lower ceilings may vary from year to year, the core pattern remains the same.

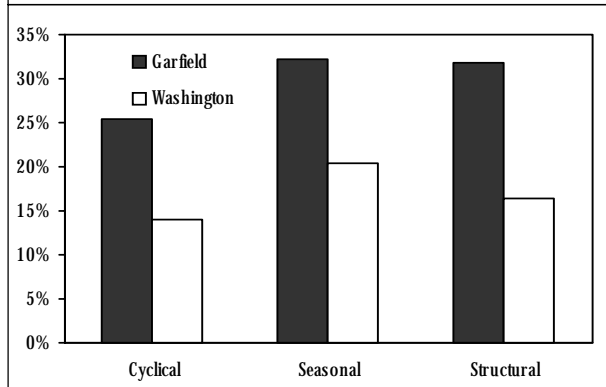
Industrial Typology

A number of specific Washington industries have been defined as seasonal, cyclical, or structurally mature. These designations relate to the level of variation in employment or to a decrease in employment over specific time periods. Because all three categories reflect a level of employment instability or change, the degree to which a county's economic base depends upon these industries reveals a tendency toward or away from unemployment. Only private industries were included when producing the figures below, so the impact of government employment is excluded.

The number of workers employed in these types of industries in Garfield County was tabulated (see Figure 11). In 1999, seasonal industries accounted for 128 workers or 32.3 percent of all private covered employment; 126 workers or 31.8 percent of the total were employed in structurally mature industries; and only 101 workers or 25.5 percent were in cyclical industries. These shares were considerably higher than the statewide typology which was 20.4 percent seasonal, 16.5 percent structurally mature, and 14 percent cyclical. Compared to the state as whole, Garfield County has a much larger percentage of workers in industries that are seasonal, cyclical, and structurally mature. This portends a potentially less stable industrial base that is more vulnerable to events like downturns in the business cycle or poor weather.

Note: The percentages will not necessarily total 100 percent. An industry can be recognized in more than one typology. Construction, for example, is very dependent upon weather and is also highly sensitive to

Figure 11
Industrial Typology
Garfield and Washington, 1999
Source: Employment Security Department



fluctuations in overall economic activity, i.e., the business cycle. It has been categorized as both seasonal and cyclical.

Industries with *seasonal* employment patterns are characterized by large employment increases and decreases in particular months of the year. These variations occur during the same months each year and are caused by factors that repeat each year. Poor weather conditions, holiday seasons, and weather-related activities such as harvesting are examples of such factors. A seasonal industry is one in which the maximum variation between the highest and lowest monthly employment is about 19 percent or more of the industry's annual average employment.

Industries with *cyclical* employment patterns are characterized by sharp increases and decreases in employment during periods of general economic growth and contraction. The employment patterns are generally related to upswings and downturns in overall economic activity. Industries such as ship building and aerospace and automobile manufacturing are examples. A cyclical industry is one in which the total employment variation over a seven-year period is very high when compared to a straight-line trend projection for the same period.

Structurally mature industries are characterized by long-term declines in total annual average employment. These declines may be the result of increased productivity, automation, technological change, exhaustion of natural resources, or other factors. The structurally mature designation is determined by comparing two consecutive years of annual average employment against the two consecutive years that occurred seven years earlier.

Occupational Unemployment

Looking at unemployment in terms of occupation rather than industry can be informative. While unemployment rates are not calculated in this manner, the Employment Security Department does maintain records on unemployment insurance claimants by occupation. *Figure 12* shows the number of UI claimants categorized by broad occupational groupings and the percentage of the total for both Garfield County and Washington. While the number of UI claimants in the county is too

small for any truly meaningful statistical analysis, it is apparent that unemployment in the county tends toward blue-collar occupations rather than white-collar ones. That is slightly less the case statewide. Also, the two occupational groupings in Garfield County with the largest number of claims were structural and agricultural work. The structural category also tops the list statewide, but agriculture does not and UI claims appear to more even distributed across sectors.

Figure 12
Unemployment Insurance Claimants
Garfield County and Washington, July 1, 1998 - June 30, 1999
Source: Employment Security Department

	Garfield		Washington	
	Claimants	Percentage	Claimants	Percentage
Professional, technical and managerial	10	12.7%	65,042	18.7%
Clerical	13	16.5%	39,843	11.5%
Service	7	8.9%	38,823	11.2%
Agriculture, forestry and fishing	15	19.0%	29,550	8.5%
Processing	2	2.5%	19,673	5.7%
Machine trades	2	2.5%	22,377	6.4%
Benchwork	1	1.3%	12,538	3.6%
Structural work	21	26.6%	69,552	20.0%
Motor freight and transportation	7	8.9%	18,242	5.2%
Packaging and materials handling	1	1.3%	32,096	9.2%
Total	79	100.0%	347,736	100.0%
White-Collar*	30	38.0%	143,708	41.3%
Blue-Collar*	49	62.0%	204,028	58.7%

**Miscellaneous/NEC occupations excluded*

INDUSTRIES, EMPLOYMENT, AND WAGES

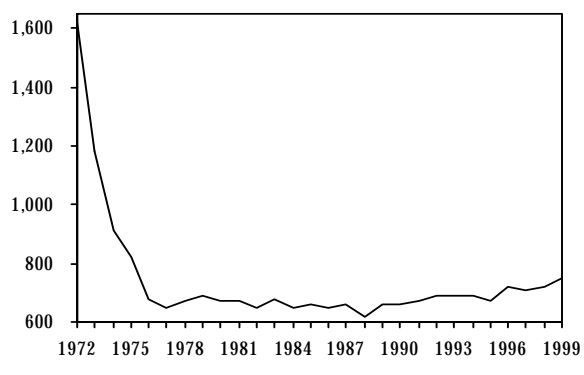
Data in this section are derived through two different Bureau of Labor Statistics programs that are conducted in Washington by the Employment Security Department. The first, called CES (Current Employment Statistics), generates monthly nonagricultural employment figures; the second, the Quarterly Employment and Wages pro-

gram (ES-202), includes data on both agricultural and nonagricultural employment covered under the state unemployment insurance program. All wage data and agricultural employment data in this section stem from the Employment and Wages program; other employment information comes from the CES program.

Employment Trend

Nonfarm employment in Garfield County from 1972-99 is shown in *Figure 13*. Taken as a whole, the county's nonfarm employment fell at an annual rate of 2.8 percent over the 1972-99 period. However, as was the case with the county's labor force, it is more instructive to view the trend in parts rather than as a whole. For example, there was massive job loss to the tune of -16.8 percent annually from 1972-77 as dam construction was completed. Since then, however, the county's nonfarm base has been little changed with employment rising at an exceptionally modest annual rate of 0.7 percent from 1977-99. Basically, the county has added a net 100 jobs over the past two decades, going from 650 in 1977 to 750 in 1999.

Figure 13
Nonagricultural Wage & Salary Employment
Garfield County, 1972-1999
Source: Employment Security Department



Location Quotients

One way to determine how an area's economy is shaped is to compare it to another area. The following section shows fairly specifically, by industry sector, how Garfield County's employment patterns both differ from and coincide with Washington's. When comparing an industry's share of all employment at the county level to the same industry's share at the statewide level, it becomes apparent that some county employment is distributed differently than statewide employment. The *location quotient* compares the share of total employment in a particular industry division in the county with the share it represents in Washington State.

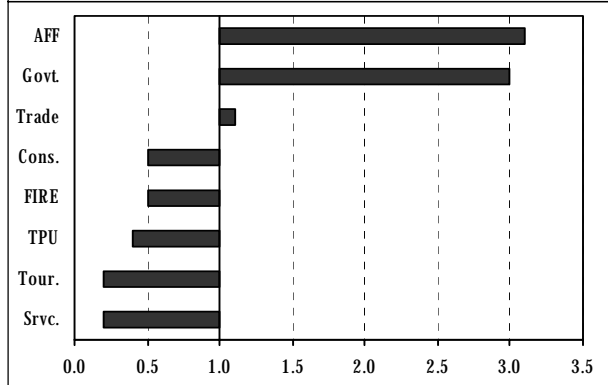
The quotient is determined by dividing the statewide industry employment share into the county industry share. A quotient of 1.0 denotes an industry in which the county is typical to the state as a whole; a value above 1.0 shows an industry with a higher concentration of employment; and a value below 1.0 marks a county industry with a lesser concentration of employment than in the same industry statewide.

A quotient above 1.0 suggests that the good or service produced by an industry is exported from the area; a quotient below 1.0 is a sign that, hypothetically, goods or services must be imported into an area to provide the same consumption patterns found at the state level. The

greater the value above or below 1.0, the stronger the suggestion of exporting or importing becomes.

Figure 14 shows the location quotients of the major industry sectors in Garfield County. As would be expected, agriculture (quotient of 3.1) and government (3.0) have the largest quotients, indicating much stronger employment levels than are found at the state level. Trade's 1.1 closely parallels Washington, but all other sectors have quotients considerably less than 1.0, strongly suggesting importation of their goods or services.

Figure 14
Location Quotients
Garfield County, 1998
Source: Employment Security Department



Average Covered Wage

The annual average wage is derived by dividing the total wages paid in an area by the annual average employment in that area. Jobs not covered by the unemployment insurance program are excluded; however, approximately 90 percent of all employment in the state is covered under the program. (Note: all amounts here have been inflation adjusted to constant 1998 dollars using the Implicit Price Deflator for Personal Consumption Expenditures). The average wage does not include any benefits (e.g., insurance or retirement plans) other than actual wages.

Garfield County's average covered wage trend has been all but comparable to the state or national averages over the 1970-98 period (see Figure 15). In fact, it has been significantly higher or lower than the state and national averages. The county's average covered wage soared above the state and national average during the early 1970s, due primarily to the high-paid construction workers employed on the Snake River Dam project. As an illustration of this sharp ramp-up, the county's average covered wage rose 35 percent in 1971 alone to a high of \$37,942. It more or less remained at this level until 1973, at which point it fell at an annual rate of 4.4 percent from 1973-90. The county's average covered wage reached a low of \$17,369 in 1990. Since then, it has grown at an annual rate of 2.9 percent to reach \$21,760 in 1998. While this improvement is more than negligible, the wage remains only two-thirds that of the Washington's \$33,062 and lower still than that of its 1971 peak.

This overall decline of the average wage has been a subject of considerable discussion for it is a national trend. Some of the explanations proffered are listed below; undoubtedly, each is a contributing factor.

- Pay declines within industries caused by international competition, restructuring, the decreased power of unions to set wages, and other factors.
- An overall decline in high paying goods-producing jobs accompanied by a large increase in lower paying trade and services jobs.
- The substitution of employee benefits for direct pay increases.
- Increase in part-time workers.

Figure 15
Average Covered Wage
Garfield, Washington, & U.S., 1970-1998
Source: Employment Security Department

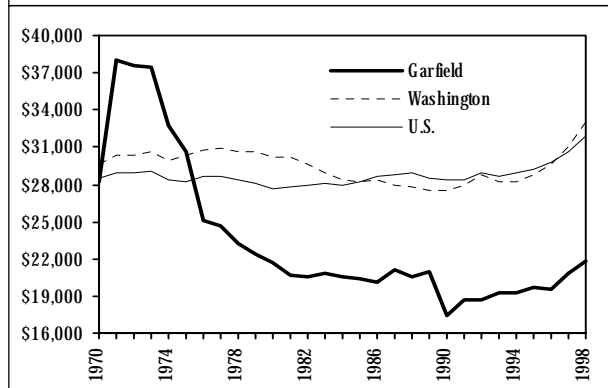


Figure 16
Average Covered Wages
Garfield County and Washington, 1998
Source: Employment Security Department

	Garfield		Washington	
	Employment	Average	Employment	Average
Total	764	\$21,766	2,593,426	\$33,071
Agriculture, Forestry, & Fishing	77	\$13,529	94,726	\$15,613
01 Agricultural production - crops	*	*	59,798	\$12,841
02 Agricultural production - livestock	*	*	5,677	\$19,614
07 Agricultural services	*	*	24,165	\$17,267
Other industries	77	\$13,529		
Construction	19	\$14,511	133,803	\$33,653
15 General building contractors	*	*	37,433	\$32,162
16 Heavy construction, ex. building	*	*	18,264	\$42,032
17 Special trade contractors	*	*	78,106	\$32,409
Other industries	19	\$14,511		
Wholesale Trade	142	\$24,543	148,159	\$39,140
50 Wholesale trade - durable goods	*	*	84,523	\$42,402
51 Wholesale trade - nondurable goods	*	*	63,636	\$34,807
Other industries	142	\$24,543		
Retail Trade	51	\$8,955	460,669	\$17,908
52 Building materials & garden supplies	*	*	21,324	\$24,227
54 Food stores	20	\$10,085	68,893	\$20,024
55 Automotive dealers & service stations	5	\$11,848	47,424	\$28,500
57 Furniture and homefurnishings stores	*	*	21,468	\$24,809
58 Eating and drinking places	*	*	171,771	\$11,442
59 Miscellaneous retail	*	*	57,003	\$18,055
Other industries	26	\$7,530		
Finance, Insurance, & Real Estate	18	\$19,554	131,806	\$40,700
60 Depository institutions	*	*	37,282	\$36,300
64 Insurance agents, brokers, & service	*	*	13,727	\$39,468
Other industries	18	\$19,554		
Services	64	\$11,497	676,209	\$35,887
70 Hotels and other lodging places	*	*	28,001	\$15,890
72 Personal services	*	*	22,083	\$16,326
73 Business services	*	*	151,132	\$69,522
75 Auto repair, services, and parking	*	*	25,106	\$23,985
76 Miscellaneous repair services	*	*	7,608	\$28,378
80 Health services	*	*	180,251	\$30,514
81 Legal services	*	*	16,746	\$41,273
83 Social services	29	\$14,729	58,944	\$16,052
86 Membership organizations	*	*	24,053	\$20,830
88 Private households	8	\$6,585	29,402	\$8,811
Other industries	27	\$9,480		
Government	370	\$26,382	441,415	\$33,872
Federal Government	110	\$38,754	67,236	\$42,806
State Government	20	\$27,308	113,871	\$33,635
Local Government	240	\$20,634	260,308	\$31,668
Not Elsewhere Classified	23	\$22,636		

**Employment and wages not shown to avoid disclosure of data for individual employers.*

Figure 16 shows the average covered wage for Garfield County and Washington in 1998 by industry sector and some particular industries. The average covered wage in the county falls short of the state's wage in every sec-

tor. Agricultural crop production in Garfield County was probably higher than the state average, but it has been suppressed for confidentiality.

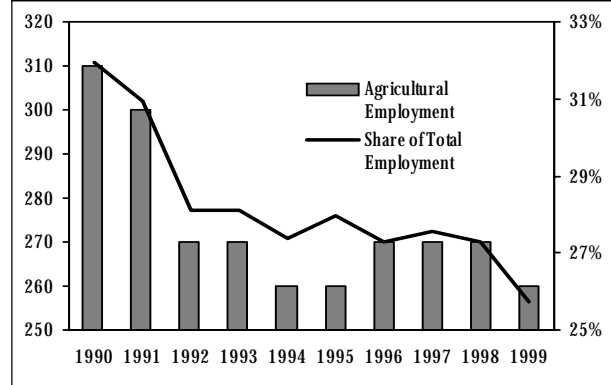
Agriculture

Agriculture dominates Garfield County with farmland occupying two-thirds of the county's entire land mass. According to the 1997 Census of Agriculture, the county's 182 farms encompassed 325,220 acres and had land and buildings valued at an average of \$974,315 per farm. Of those 325,220 acres, 192,200 acres or 59 percent was cropland, and 114,645 acres or 60 percent of that cropland was harvested. The majority of those farms were quite large; more than half (96) were 1,000 acres or more, and the average size was 1,787 acres. The farms themselves were a repository of wealth; not only were 129 of them worth more than \$200,000, the average market value was about \$650,000.

The dominant commodity is wheat, particularly winter wheat, though other crops like barley are also major commodities. Because these grains are heavily capital-intensive rather than labor-intensive, the county's agricultural base does not produce a large number of jobs compared to, say, fruit orchards. Figure 17 shows agricultural employment in Garfield County during the 1990s. From 310 in 1990, agricultural employment fell to 260 in 1999, the latter being comparable to the lows experienced in 1994-95. Even so, these 260 workers constituted more than one-quarter of all wage and salary workers in the county, far greater than the 3 percent share represented by those employed in agriculture statewide. There was also, not surprisingly, a strong seasonal component. When viewed month by month in 1999, the county's agricultural employment peaked at 360 in late summer and troughed during the winter at 190.

In addition to wheat and barley, the county's agricultural sector grows canola, hay, and grass seed, primarily Kentucky Blue Grass. The sector also produces livestock, mainly cattle and calves, but also sheep and lambs and hogs and pigs. Wheat, though, reigns supreme. In 1997, the market value of all agricultural products sold in

Figure 17
Agriculture Employment
Garfield County, 1990-1999
Source: Employment Security Department



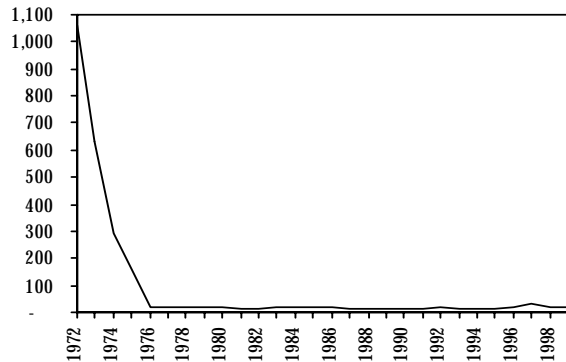
Garfield County was \$24.7 million. Wheat and other grains accounted for \$22.0 million or nearly 90 percent of the total with cattle and calves and all other products combined making up the balance.

Employers (farm proprietors) paid 77 workers a total payroll of a little over \$1,000,000 in 1998, generating an annual average wage of \$13,529, slightly less than the statewide agricultural wage of \$15,613. The average wage in agriculture was also considerably less than the county's overall average of \$21,760. As mentioned earlier, the agricultural work force constitutes a quarter of the county's entire work force; however, the payroll only makes up 10 percent of the county's total. Relative to other sectors, the average wage is low. Historically, agriculture pays a low wage and this is exacerbated by the prevalence of part-time employment (the average wage computation is derived by dividing total paid wages by average employment, regardless of its full- or part-time status). The average wage does not necessarily reflect the wage of someone working 40 hours a week.

Construction and Mining

Garfield County's construction industry was the epitome of a "boom and bust" sector in the early 1970s (see Figure 18). From 1,060 in 1972 at the height of construction on the Little Goose and Lower Granite dams, the sector plunged to merely 20 four years later (1976). That translates into an annual rate of decline of 55 percent. Viewed another way, its share of total nonfarm employment went from 65 percent to 3 percent over the same four-year period. Since then, sector employment has ranged from 10 to 30 with its share of total nonfarm employment ranging from 1 percent to 4 percent.

Figure 18
Construction and Mining Employment
Garfield County, 1972-1999
Source: Employment Security Department

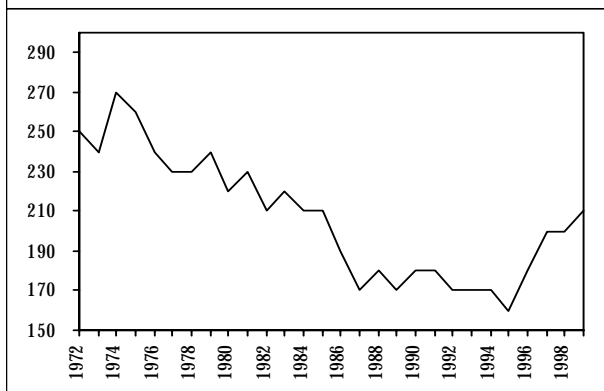


Trade

Employment in Garfield County's wholesale and retail trade industry declined at an annual rate of 0.6 percent, falling from 250 in 1972 to 210 in 1999 (see Figure 19). Between those two periods, however, trade employment experienced a high of 270 in 1974 and a low of 160 in 1995. It is really between those two years that trade employment fell at the greatest pace (-1.4 per-

cent annually). Since 1995, the county's trade employment has increased at a relatively healthy 2.9 percent annual rate to hit 210 in 1999. The sector accounts for one-fourth to one-third of all nonfarm jobs in the county; statewide, the share is slight less at just under a quarter. The average wage in the county's retail trade sector is \$8,955—half that of the same sector statewide (\$17,908). The disparity is less pronounced in wholesale trade where the county's \$24,543 average is roughly three-fifths the \$39,140 statewide average.

Figure 19
Trade Employment
Garfield County, 1972-1999
Source: Employment Security Department

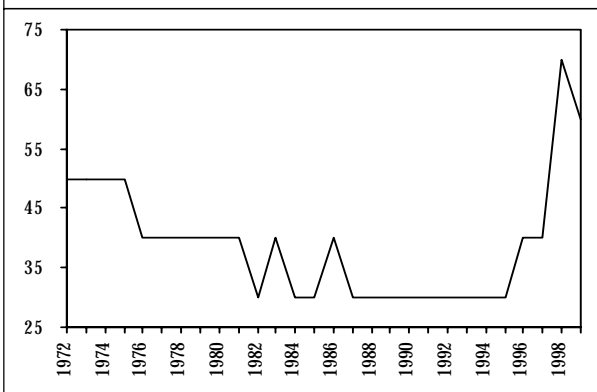


An even larger difference between the county and the state is the manner in which employment is distributed in the trade sector. Throughout the state, retail trade is the predominant element within the sector: three-fourths of the jobs are retail and one-fourth are wholesale. In Garfield County, though, 74 percent are wholesale and only 26 percent retail. This is reflective of the large amount of wholesale trade that is necessary in an agricultural environment. Most workers in wholesale trade sell farm supplies, farm machinery, or are involved in the purchase and marketing of grain. Within retail, the greatest number of workers have jobs in eating and drinking places. Food stores employ the next largest group.

Services

Employment in Garfield County's services sector has been modest over the 1972-99 period, hovering in the 30 to 50 range for most of the period before bumping up above that to 60 by 1999 (see Figure 20). The sector declined at an annual rate of 2.2 percent from 50 in 1972 to 30 by 1995, which translated into 20 jobs. It then rebounded at a healthy annual rate of 3.3 percent, hitting 70 in 1998. It contracted 14 percent in 1999, falling back to 60. Nearly half of the sector is comprised of social services. The balance is tied primarily to services related to agriculture. Services has held a relatively small share of total nonfarm employment over the 1972-99 period. It sat in the 4 percent to 6 percent range for most of the period, and only recently commanded 10 percent (1998) before slipping to 8 percent in 1999. By contrast, services statewide has steadily climbed from 16 percent to 28 percent of total nonfarm employment over the same period. Moreover, services is much more diverse statewide than it is in Garfield County.

Figure 20
Services Employment
Garfield County, 1972-1999
Source: Employment Security Department

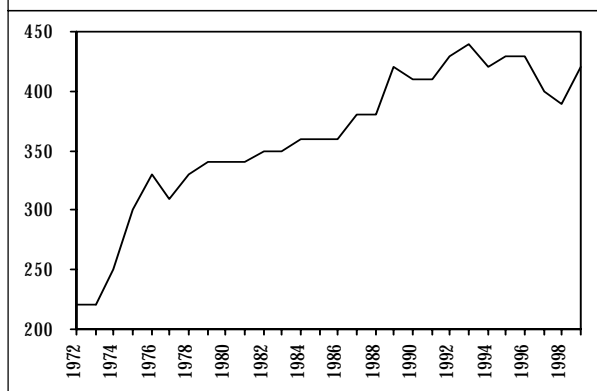


Government

Government was far and away Garfield County's largest employer in 1999 with 420—twice that of its second largest sector, trade. Figure 21 shows the level of government employment from 1972-99. With the exception of a 6 percent dip in 1977, growth in Garfield County's government sector had been almost constant from 1972 through 1989. Over that 17 year period, government employment grew at a 3.9 percent annual rate while the county's total nonfarm employment was falling at a 5.1 percent annual rate. This translated into 200 net new government jobs over the period, which nearly doubled the government presence. Statewide during the same period, government employment grew at a 2.3 percent annual rate. Government's share of nonfarm employment in Garfield County grew from 14 percent to 64 percent over the period (it should be noted that the government's modest share in 1972 was commensurate with a period when more than one thousand construction workers were employed on the Snake River Dam Project). Since then, during the 1990s, the county's government sector held relatively constant in the low 400s. Furthermore, its share of total nonfarm employment dipped to a lower, though still considerable, 56 percent in 1999.

Of the three levels of government, employment is distributed differently in the county than it is statewide. The federal government employs 30 percent of all govern-

Figure 21
Government Employment
Garfield County, 1972-1999
Source: Employment Security Department



ment workers in Garfield County whereas statewide, the figure is 15 percent. Only 5 percent of the county's public employees work for state government; statewide, 26 percent do. Local government accounts for 65 percent of public employment in the county and 59 percent throughout the state.

Government's average wage of \$26,382 was \$4,600 greater than the countywide average. Clearly, the public sector injects a great deal of money into the local

economy. The bulk of the federal employment derives from engineering services associated with the dams on the Lower Snake River and from wildlife conservation and recreational facilities associated with the Umatilla National Forest and the Wenaha-Tucannon Wilderness Area. Compared to other industry sectors, the federal average wage is high at \$38,754 annually. State government has minimal representation in the county. However, though their numbers are small, the average wage for state employees was a healthy \$27,308. Local government consists of city and county governmental agencies. As in most counties, local government is the largest segment of the public sector in terms of employment. It is even larger in Garfield County than the statewide aver-

age, mainly because smaller counties such as Garfield cannot take advantage of the economies of scale that larger counties can. Local government functions must still be provided, regardless of the population base. A school must be built and operated whether there are 50 or 5,000 students. K-12 education is the largest local government entity and accounts for about 29 percent of local public employment. It is followed in size by legislative and executive functions which make up 28 percent of the total. The bulk of the remainder is given over to the nursing care facility and the hospital. Local government pays the lowest wage of all the governmental levels, \$20,634 per year on average.

OCCUPATIONAL PROFILE

A different but informative way to view an area's work force is in terms of occupational divisions rather than industrial divisions. *Figure 22* shows employment in the major occupational divisions as well as the share of each grouping for the combined counties of Asotin, Columbia, Garfield, and Walla Walla as well as the state. The data are based on Occupational Employment Surveys (OES) conducted in the four-county area by the Employment Security Department in 1993. Unfortunately, data are not available solely for Garfield County.

The four-county occupational makeup reveals only a modest departure from the state's occupational structure. The most visible disparity between the counties and Washington State was in agricultural and related occupations, where the counties' 9 percent outpaced the state's 4 percent. This difference was offset by the coun-

ties' lower percentage in clerical and administrative support occupations. The differences are largely traced to the relative absence of large services-producing corporations, which tend to be concentrated in larger urban metropolitan areas around the central Puget Sound and Spokane regions. Dividing the occupational mix into blue-collar and white-collar occupations, the counties have a lower percentage of white-collar occupations than the state as a whole.

Occupational employment projections for the four-county region are also shown in *Figure 22*. The table outlines the change in occupational composition over the 1998-2008 period. Though the data project growth in all categories over the forecast period, the strongest gains are expected in services occupations and professional and technical occupations. Conversely, the most modest gains

Figure 22

Occupational Employment and Projections

Asotin, Columbia, Garfield, and Walla Walla Counties, and Washington, 1998 and 2008

Source: Employment Security Department

	Asotin, Columbia, Garfield & Walla Walla Counties					
	1998		2008		% Chg	Jobs
Total	40,565	100.0%	46,531	100.0%	14.7%	5,966
Managerial & Administrative	2,867	7.1%	3,339	7.2%	16.5%	472
Professional, Paraprof., & Tech	7,954	19.6%	9,501	20.4%	19.5%	1,547
Marketing & Sales	3,768	9.3%	4,350	9.4%	15.5%	582
Clerical & Admin. Support	5,260	13.0%	5,833	12.5%	10.9%	573
Services	7,296	18.0%	8,729	18.8%	19.6%	1,433
Ag., Forestry, Fishing & Related	3,782	9.3%	3,857	8.3%	2.0%	75
Prec. Production, Craft, & Repair	4,357	10.7%	4,965	10.7%	14.0%	608
Operators, Fabricators, & Laborers	5,281	13.0%	5,957	12.8%	12.8%	676
White-Collar	27,145	66.9%	31,752	68.2%	17.0%	4,607
Blue-Collar	13,420	33.1%	14,779	31.8%	10.1%	1,359
			Washington State			
Total	3,042,950	100.0%	3,583,190	100.0%	17.8%	540,240
Managerial & Administrative	236,687	7.8%	288,456	8.1%	21.9%	51,769
Professional, Paraprof., & Tech	689,989	22.7%	869,794	24.3%	26.1%	179,805
Marketing & Sales	345,850	11.4%	406,194	11.3%	17.4%	60,344
Clerical & Admin. Support	474,747	15.6%	519,647	14.5%	9.5%	44,900
Services	469,185	15.4%	574,817	16.0%	22.5%	105,632
Ag., Forestry, Fishing & Related	119,106	3.9%	122,271	3.4%	2.7%	3,165
Prec. Production, Craft, & Repair	336,198	11.0%	374,422	10.4%	11.4%	38,224
Operators, Fabricators, & Laborers	371,188	12.2%	427,589	11.9%	15.2%	56,401
White-Collar	2,216,458	72.8%	2,658,908	74.2%	20.0%	442,450
Blue-Collar	826,492	27.2%	924,282	25.8%	11.8%	97,790

are expected in blue-collar occupations, including agricultural and related occupations and operators, fabricators, and laborers. Overall, this is consistent with the statewide trends that suggest that economies will become more services-producing in nature.

Figure 23 is also based on occupational surveys conducted in the four-county region by the Employment Se-

curity Department in 1998. Even though these surveys are dated, the list of occupations and wages gives a good idea of what the various nonfarm jobs are in the area as well as the levels of pay. Wages are categorized by hourly or monthly rates.

Figure 23
Occupational Wages
Asotin, Columbia, Garfield, and Walla Walla Counties, 1998
Source: Employment Security Department

Occupational Title	Wage*	Rank**	Occupational Title	Wage*	Rank**
Managerial and Administrative			Technical Assistant, Library	\$11.66	162
Financial Manager	\$23.10	59	Vocational & Educational, Counselor	\$19.23	112
Personnel, Train & Labor Relation Mgr	\$20.98	179	Teacher Aide, Paraprofessional	\$9.66	30
Purchasing Manager	\$18.82	141	Physician & Surgeon	\$54.72	96
Marketing, Advertising, Public Rel Mgr	\$21.94	118	Dentist	\$34.93	175
Administrative Service Manager	\$20.61	130	Chiropractor	\$31.12 /s	194
Engineering, Math, Natrl Science Mgr	\$32.07	186	Veterinarian, Veterinary Inspector	\$26.26	178
Education Administrator	\$29.27	50	All Other Hlth Diagnosing Practitioner	\$23.25	168
Medicine & Health Service Manager	\$26.00	89	Respiratory Therapist	\$17.91	146
Property & Real Estate Manager	\$10.62	107	Registered Nurse	\$20.81	10
Construction Manager	\$20.17	135	Licensed Practical Nurse	\$12.96	58
Food Service & Lodging Manager	\$11.87	32	Pharmacist	\$30.50	110
General Manager & Top Executive	\$24.09	7	Medical & Clinic Laboratory Technologist	\$18.85	155
All Other Manager & Administrator	\$21.87	5	Medical Records Technician	\$10.90	188
Professional, Paraprof, & Technical			Radiologic Technologist	\$17.30	169
Loan Officer & Counselor	\$21.23	166	All Other Health Prof, Paraprof, Tech	\$15.73	97
Accountant & Auditor	\$18.35	39	Writer & Editor	\$14.31	111
All Other Financial Specialist	\$16.37	123	Artist & Related	\$11.26	101
Wholesale, Retail Buyer, except Farm	\$14.46	167	Designer, except Interior Design	\$11.75	68
Purchase Agent, exc Whlsl, Retail, Farm	\$17.82	153	Musician, Instrumental	\$44,370.00 /s	138
Personnel, Train & Labor Relation Spec	\$17.12	136	All Other Professional, Paraprof, Tech	\$17.56	62
Management Analyst	\$20.86	105	Marketing & Sales		
Comply Officer & Inspector, exc Const	\$15.72	174	First Line Supervisor, Sales & Related	\$14.67	4
All Other Management Support Worker	\$17.53	95	Insurance Sales Worker	\$17.03	85
Civil Engineer, including Traffic	\$23.48	93	Broker, Real Estate	\$35.81	103
Mechanical Engineer	\$25.27	124	Sales Agent, Advertising	\$13.79	189
Electrical & Electronic Technician	\$18.18	164	Sales Rep, Science & Related, exc Retail	\$24.59	99
Drafter	\$15.86	187	Sales Rep, exc Retail, Sci, Related	\$16.81	80
Biological Scientist	\$21.08	125	Salesperson, Retail	\$9.31	2
Biologic, Agri, Food Tech, exc Health	\$10.74	176	Salesperson, Parts	\$11.08	120
Computer System Analyst, EDP	\$20.97	154	Counter & Rental Clerk	\$7.78	82
Computer Programmer	\$20.11	161	Stock Clerk, Sales Floor	\$8.37	35
Psychologist	\$21.70	144	Cashier	\$8.17	6
Social Work, Medical & Psychiatric	\$14.83	75	All Other Sales & Related Occupation	\$12.57	114
Social Work, exc Medical & Psychiatric	\$15.67	48	Clerical & Administrative Support		
Residential Counselor	\$9.68	137	First Line Supervisor, Clerical	\$15.34	29
Human Service Worker	\$11.52	177	Bank Teller	\$8.86	46
Recreation Worker	\$8.90	180	Bill & Account Collector	\$10.89	165
Clergy	\$16.99	192	Court Clerk	\$11.69	181
Lawyer	\$30.81	57	Library Assistant & Bookmobile Driver	\$10.01	87
Art, Drama & Music Teacher, Postsec	\$40,860.00	113	Teacher Aide & Educational Asst, Clerk	\$8.72	49
All Other Postsecondary Teacher	\$32,530.00	44	Legal Secretary	\$11.30	170
Teacher, Elementary	\$37,420.00	22	Medical Secretary	\$10.24	190
Teacher, Secondary School	\$37,570.00	24	Secretary, except Legal & Medical	\$11.49	15
Teacher, Special Education	\$36,400.00	94	Receptionist, Information Clerk	\$8.92	34
Teacher, Vocational Education	\$16.44	102	Typist, including Word Processing	\$9.87	78
Instructor, Nonvocational Education	\$13.26	47	Bookkeeping, Accounting & Auditing Clerk	\$11.20	3
Instructor & Coach, Sport	\$13.70	73	Payroll & Timekeeping Clerk	\$13.08	182
All Other Teacher, Instructor	\$26,640.00	193	Billing, Cost & Rate Clerk	\$11.05	115
Librarian, Professional	\$19.20	109	General Office Clerk	\$9.69	11
			Computer Operator, exc Peripheral Eq	\$10.97	159

*Wages are either hourly or annual

**Ranking is by amount of employment per occupation, from highest (1) to lowest (194)

/s = State data, no county data available

Figure 23 (continued)**Occupational Wages****Asotin, Columbia, Garfield, and Walla Walla Counties, 1998****Source: Employment Security Department**

Occupational Title	Wage*	Rank**	Occupational Title	Wage*	Rank**
Data Entry Keyer, except Composing	\$9.93	183	All Other Agricultural, Forestry, Fish	\$12.19	69
Switchboard Operator	\$10.08	184	Precision Production, Craft & Repair		
Postal Mail Carrier	\$16.04	104	First Line Supervisor, Mechanic & Repair	\$20.32	74
Messenger	\$6.66	156	First Line Supervisor, Constr & Extract	\$21.53	134
Dispatcher, Police, Fire & Ambulance	\$14.49	157	First Line Supervisor, Production	\$19.76	43
Stock Clerk, Stockroom or Warehouse	\$9.85	64	Production Inspector, Grade, Sort, Test	\$11.04	116
Order Filler, Sales	\$10.23	191	Machinery Maint Mechanic, Water & Power	\$21.49	150
Traffic, Shipping & Receiving Clerk	\$11.97	63	All Other Machinery Mechanic	\$21.52	98
All Other Clerical & Admin Support	\$9.93	28	Maintenance Repairer, General Utility	\$13.59	19
Services			Automotive Mechanic	\$14.19	37
All Other Service Supervisor	\$12.80	18	Automotive Body, Related Repairer	\$13.09	84
Fire Fighter	\$13.56	70	Bus & Truck Mechanic & Diesel Specialist	\$15.85	126
Police Patrol Officer	\$18.89	83	Farm Equipment Mechanic	\$12.03	61
Correction Officer & Jailer	\$16.91 /s	14	Heat, A/C, Refrigeration Mech & Install	\$14.30	92
Guard & Watch Guard	\$9.27	142	Carpenter	\$16.75	13
Bartender	\$7.23	66	Electrician	\$19.14	45
Waiter & Waitress	\$5.85	26	Concrete & Terrazzo Finisher	\$14.86	139
Dining Room, Cafeteria & Bartender Help	\$6.63	119	Painter & Paperhanger, Constr & Maint	\$16.09	56
Counter Attendant, Lunchroom, Cafeteria	\$6.51	90	Plumber, Pipefitter, Steamfitter	\$19.42	100
Baker, Bread & Pastry	\$9.84	131	Carpet Installer	\$15.62	127
Cook, Restaurant	\$8.21	52	Paving, Surfacing, Tamping Equipment Opr	\$17.36	172
Cook, Institution or Cafeteria	\$9.57	53	Highway Maintenance Worker	\$16.52 /s	88
Cook, Fast Food	\$6.36	67	Roofer	\$14.29	129
Food Preparation Worker	\$7.12	25	Machinist	\$16.39	147
Combined Food Preparation & Service	\$6.22	17	Cabinetmaker & Bench Carpenter	\$13.04	140
All Other Food Service Worker	\$7.64	108	Slaughterer & Butcher	\$9.68 /s	40
Dental Assistant	\$12.29	117	Operators, Fabricators & Laborers		
Medical Assistant	\$10.54	152	Woodworking Mach Op/Tender, exc Sawing	\$11.53	79
Nursing Aide, Orderly & Attendant	\$7.67	20	Laund, Dry-clean Mach Op/Tend, exc Pres	\$7.58	133
Home Health Aide	\$7.26	38	Packaging & Filling Machine Op/Tend	\$11.69	54
All Other Health Service Worker	\$10.39	106	Welder & Cutter	\$15.33	55
Maid & Housekeeping Cleaner	\$7.20	33	Cannery Worker	\$8.52	21
Janitor & Cleaner, except Maid	\$8.99	9	Meat, Poultry, Fish Cut, Trim, Hand	\$8.96 /s	8
All Other Cleaning & Building Service	\$8.12	86	Assemble, Fabricate, ex Mach, Elec, Prec	\$10.05	71
Hairdresser & Cosmetologist	\$7.22	42	All Other Hand Worker	\$9.29	151
Amusement & Recreation Attendant	\$7.47	143	Truck Driver, Heavy or Tractor-Trailer	\$14.32	12
Personal Home Care Aide	\$7.69	145	Truck Driver, Light, incl Delivery & Rel	\$10.57	36
Child Care Worker	\$7.54	16	Bus Driver, except School	\$11.61	160
All Other Service Worker	\$8.07	132	Bus Driver, School	\$12.09	77
Ag., Forestry, Fishing & Related			Driver/Sales Worker	\$11.21	72
First Line Supervisor, Agr, Forest, Fish	\$20.10	91	Service Station Attendant	\$7.57	122
Faller & Bucker	\$22.85	185	Excavating & Loading Machine Operator	\$16.18	173
Log-Handling Equipment Operator	\$17.38	171	Grader, Bulldozer & Scraper Operator	\$18.56	158
Forest & Conservation Worker	\$14.91	128	Industrial Truck & Tractor Operator	\$11.80	65
Grader & Sorter, Agricultural Product	\$7.23	41	Operating Engineer	\$18.00	149
Animal Caretaker, except Farm	\$8.48	121	Helper, Carpenter & Related Worker	\$11.76	163
Farm Equipment Operator	\$8.17	23	Machine Feeder & Offbearer	\$11.60	76
Laborer, Landscaping & Groundskeeping	\$9.41	27	All Other Freight, Stock, Mat Move, Hand	\$9.18	60
Farmworkers, Food/Fiber Crops	\$6.79	1	Hand Packer & Packager	\$7.93	51
Farmworkers, Farm/Ranch Animals	\$9.27	81	Vehicle Washer & Equipment Cleaner	\$7.80	148
			All Other Help, Labor, Matl Move, Hand	\$10.63	31

*Wages are either hourly or annual

**Ranking is by amount of employment per occupation, from highest (1) to lowest (194)

/s = State data, no county data available

PERSONAL INCOME

This section deals with income rather than wages, which were discussed earlier and which are only one aspect of income. Data in this section are derived from the U.S. Department of Commerce, Bureau of Economic

Analysis. All income data have been adjusted to constant 1998 dollars using the Implicit Price Deflator for Personal Consumption Expenditures.

Total Personal Income

Personal income is generally seen as a key indicator of a region's economic vitality. Conceptually, personal income captures all types of income. Wages, salaries, government transfer payments, retirement income, farm income, self-employed income, proprietors' income, interest, dividends, and rent are all included in this measure. Because business and corporate incomes are not included, it is considered personal income.

In 1998, total personal income in Garfield County was \$44.7 million. *Figure 24* shows the trend in the county's personal income from 1970-98. Of particular note are the two large personal income spikes, one in 1973 (\$117.8 million) and the other in 1983 (\$73.3 million). The first of these was driven by two factors: the large amounts of income derived from construction on the Snake River project coupled with an excellent year for both the winter and spring wheat crops. The two taken together pushed the county's income to a level nearly three times that of more recent years. The second peak

was driven almost solely by a bumper grain harvest. The large crop that year commanded an unusually high market price per bushel because, simultaneously, the midwest suffered a poor wheat harvest. Outside of those two peaks, total personal income in Garfield County has largely been declining over the past 25 years at a 3.8 percent annual rate.

One way the Bureau of Economic Analysis presents personal income is to divide it into farm and nonfarm income. *Figure 25* shows farm income as a share of total personal income in both Garfield County and Washington, and makes it readily apparent how important the agricultural component is to the former. In 1998, farm income amounted to \$22.4 million, or half of the county's personal income. For Washington, the share was 3 percent. Moreover, farm income has commanded an even higher share of the county's total personal income in the past—as much as 70 percent in 1997 and 1995. Farm income statewide was never greater than 4 percent over the same period.

Figure 24
Total Personal Income (in thousands)
Garfield County, 1970-1998
Source: Bureau of Economic Analysis

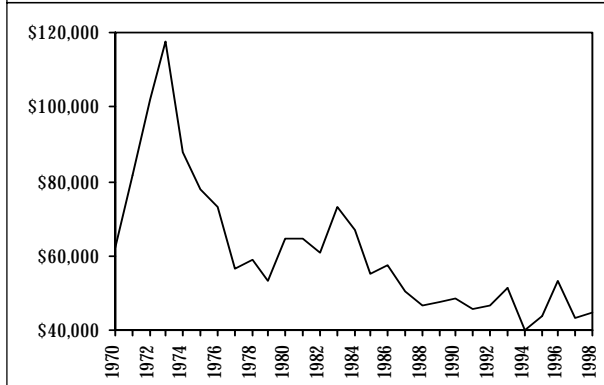


Figure 25
Farm Income as Share of Total Pers. Income
Garfield County & Washington, 1970-1998
Source: Bureau of Economic Analysis

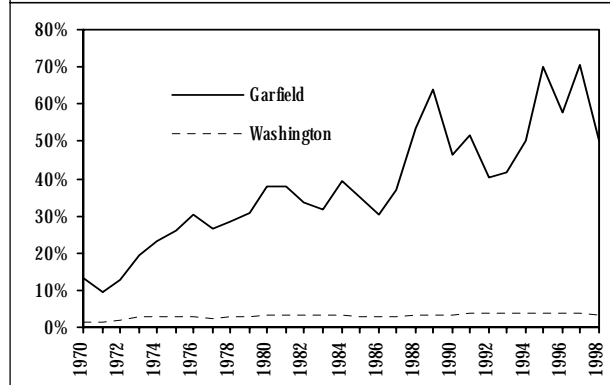


Figure 26
Farm Income (in thousands)
Garfield County, 1970-1998
Source: Bureau of Economic Analysis

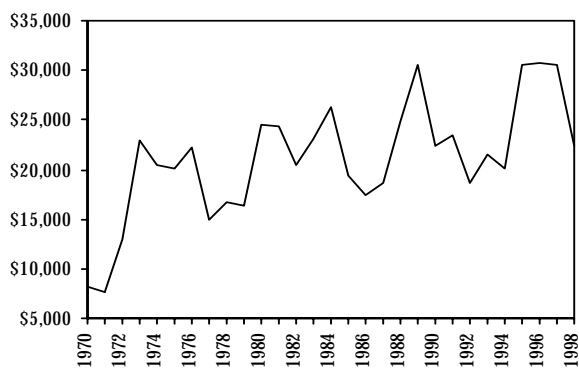


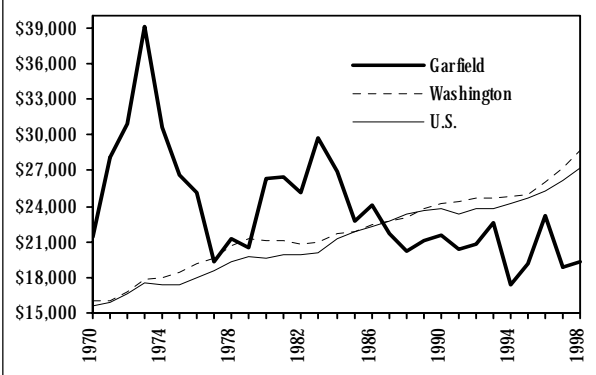
Figure 26, though, reveals that except for the early 1970s during the construction boom, it is farm income that causes the ups and downs in total personal income. For the most part, nonfarm income does not have sudden dramatic changes. Farm income, however, tends to change rapidly and radically, and in a county like Garfield, where such a large portion of total income stems from this sector, these changes are felt at all levels.

Per Capita Personal Income

The total amount of income in an area is only a sensible concept if there is some relationship to the number of people in an area. Per capita personal income (PCPI) captures that. By dividing total personal income by the population, one arrives at a figure that can be used as a common denominator between different time periods or different areas.

Figure 27 shows PCPI for Garfield County, Washington, and the U.S. since 1970. In contrast to the annual average wage, which has been significantly lower in the county than in the state since about 1975, the county's per capita income experienced periods during which it was significantly higher than that of the state or nation. The two periods cited previously (dam construction and bumper wheat crops) figure prominently in this discussion as well with PCPI hitting \$39,082 in 1973 and \$29,740 in 1983. In the wake of the latter episode, however, the county's PCPI fell steadily to \$17,360 by 1994. During the same period, the state and national PCPI levels were just as steadily rising. By 1998, the county's PCPI rebounded somewhat to \$19,293, but was still considerably lower than the \$28,719 posted statewide. In 1998, Garfield County's PCPI ranked 32nd among Washington's 39 counties.

Figure 27
Per Capita Personal Income
Garfield, Washington, & U.S., 1970-1998
Source: Bureau of Economic Analysis

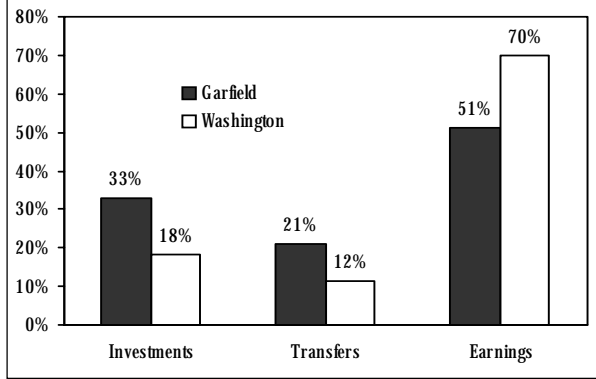


Per capita personal income is a good measure of how personal income is growing relative to the population. However, it gives no indication of how income is distributed among the population. To a degree, *median household income* does that. It indicates the point in income where half of all households have a higher income and half have a lower income. Garfield County had a median income of \$35,654 in 1999, which ranked 15th among Washington's counties.

Components of Personal Income

As mentioned earlier, personal income encompasses many different types of income. All of the various types, however, can be subsumed under the three broad categories of earnings, transfer payments, and investment income. Earnings include wages, salaries, and proprietors' income; transfer payments include income maintenance, unemployment insurance, and retirement payments; investment income consists of interest, dividends, and rent. *Figure 28* shows how these components of personal income stack up in Garfield County compared to the state in terms of share of total personal income. These components of personal income fall out in the same rank order for Garfield County and Washington, but the county clearly has a much lower share of earnings than does the state and much higher shares of both transfer payments and investment income.

Figure 28
Personal Income Components
Garfield County & Washington, 1998
Source: Bureau of Economic Analysis



Earned Income

In Garfield County, the largest portion of personal income is earned income. Though its share of the total has diminished over the last two decades, it nevertheless retains the lion's share of all income. This component of personal income is an important reflection of an area's economy because it shows how much income people derive directly from their jobs. Earned income includes wages and salaries, proprietors' income, and what is called other labor income. Other labor income subsumes an assortment of incomes but primarily consists of employer payments into employee pension and health care plans.

Figure 29 shows these components of earned income over time. Earned income clearly rose and fell rapidly in the early 1970s thanks to high-paying dam construction jobs and earnings to farmers from a bumper wheat crop. A notable spike in earned income is also discernible in 1983, again attributable to a bumper wheat crop. Since then, however, earned income has declined at an annual rate of 4.8 percent. By 1998, earned income in Garfield County was \$22.9 million—less than half its contribution in 1983.

Figure 30 shows that the grouping of wages and salaries constituted a major portion of earned income in

Figure 29
Earned Income (in thousands)
Garfield County, 1970-1998
Source: Bureau of Economic Analysis

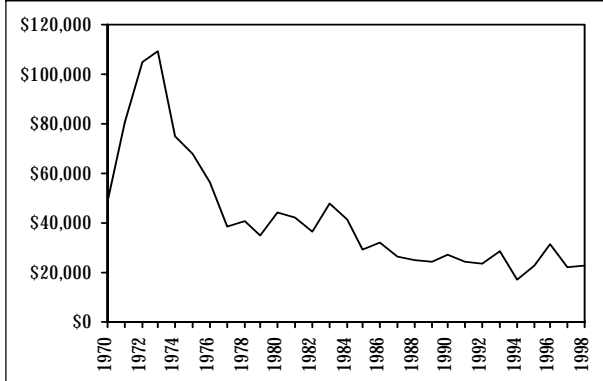
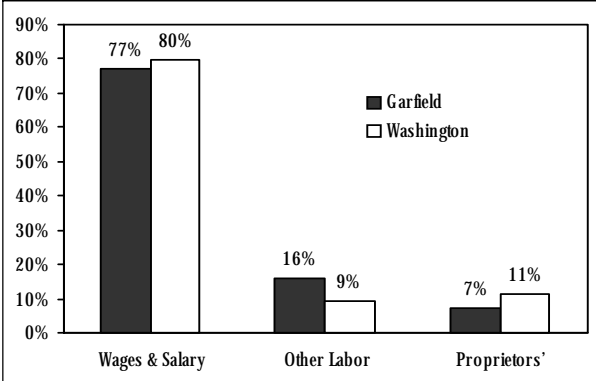


Figure 30
Earned Income Components
Garfield County & Washington, 1998
Source: Bureau of Economic Analysis



Garfield County in 1998: 77 percent. Since 1977-98 (to avoid the earlier dam construction boom years), it has gone from \$18.6 million to \$17.7 million for a 0.3 percent overall annual rate of decline. Decline, however, was not a constant theme over the period. Rather, wages and salaries actually fell at a 3 percent annual rate to a low of \$12.9 million in 1988, and then gradually climbed at a 3 percent annual rate to \$17.7 million in 1998.

Proprietors' income has been far more volatile. Since most proprietors are farm proprietors, the income fluctuates dramatically in accordance with crop value. Overall, though, the trend has been one of decline. Since 1977, it has fallen at an annual rate of 17.3 percent, going from \$27.7 million to \$1.6 million in 1998. In 1998, its share of earned income was 7 percent. This was considerably less than the 11 percent share held statewide. The relationship between proprietors' income in Garfield County and Washington has at times in the past been the reverse, with proprietors' income making up a larger share

of the county's earned income than was the case statewide. However, those were in good farm years, something that was not the case in 1998.

Other labor income in Garfield County, though it declined in the early 1970s as the dam construction was completed, has grown nicely since. If one considers the \$1.1 million in other labor income in 1970 (before dam construction peaked) compared to \$3.6 million in 1998, it amounted to a tremendous 4.2 percent annual rate of increase. Even if one starts instead with 1974 (after the post-dam construction shake-out) when it totaled \$2.2 million and take it to 1998, that translates into an annual growth rate of 1.3 percent. Rapid growth in this type income is occurring throughout the state and the nation as well. This is because more and more worker compensation is going into benefits rather than pay, with health benefits being the greatest driver of this increase. This has propelled the other labor income share of earned income in Garfield County to 16 percent compared to 9 percent statewide.

Transfer Payments

A transfer payment is generally seen as a payment by the government to someone from whom no service is rendered. Transfer payments are second in size after earnings in the composition of personal income, and have grown tremendously over the last two decades. As shown earlier, transfer payments are garnering an ever larger share of personal income. *Figure 31* shows the increase in dollars of transfer payments in Garfield County. In 1970, they amounted to \$4.4 million. By 1998, transfer payments increased at an annual rate of 2.7 per-

cent to reach \$9.2 million. Statewide, transfer payments grew at a considerably higher annual rate of 4.6 percent. *Figure 32* shows the four main components of transfer payments—retirement, medical, income maintenance, and unemployment insurance—and their share of transfer payments at both the county and state levels in 1998.

The largest portion of transfer payments is made up of retirement and related payments. These include social security payments, federal government civilian and

Figure 31
Transfer Payments (in thousands)
Garfield County, 1970-1998
Source: Bureau of Economic Analysis

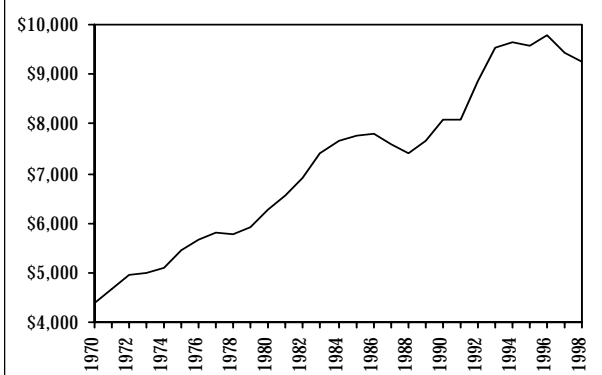
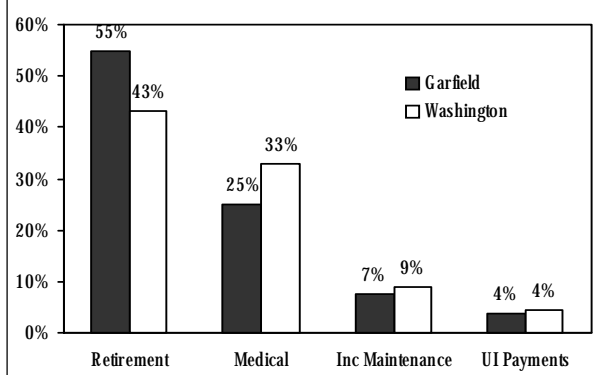


Figure 32
Transfer Payments Components
Garfield County & Washington, 1998
Source: Bureau of Economic Analysis



military retirement pay, and state and local government retirement pay. From \$2.5 million in 1970, retirement-related payments grew at an annual rate of 2.5 percent to \$5.1 million in 1998. In 1998, this component held a 55 percent share of the county's transfer payments. This share was actually much lower than that during the 1970s, 1980s, and early 1990s when its percent share was in the low 60s. This share loss was attributable mainly to the rapid run up in retirement-related medical payments. A similar trend was seen statewide, with its share of transfer payments at 43 percent in 1998, though it had been in the 50 percent range during much of the previous two decades.

Retirement-related medical payments—namely Medicare—was the fastest growing component of transfer payments in Garfield County over the 1970-98 period. From \$692,000 in 1970, retirement-related medical payments rose at a 4.4 percent annual rate to \$3.0 million in 1996 before contracting to \$2.3 million in 1998. Concurrently, the share of transfer payments held by retirement-related medical payments rose from 16 percent in 1970 to as much as 31 percent in 1996 before falling back to 25 percent in 1998. Statewide, retirement-related medical payments climbed at a more sustained 7.7 percent annual rate, which allowed its share of transfer payments to more than double from 13-14 percent in 1970 to 33-34 percent in 1998.

Income maintenance includes Aid to Families with Dependent Children, general assistance, food stamps, and other transfers generally thought of as welfare. In-

come maintenance grew from \$203,000 in 1970 to as much as \$782,000 in 1996 before dropping to \$690,000 in 1998 (there was a huge spike in 1971 to \$1.5 million as the county's population swelled). The 1970-96 period represented an annual increase of 5.3 percent. This was followed in 1996-98 by an annual rate of decline of 6.0 percent, due largely to welfare reform. Over time, income maintenance has gone from 4-5 percent of transfer payments in Garfield County to 7 percent in 1998. Statewide, the pattern was similar with income maintenance payments climbing at a 4.1 percent annual rate from 1970-95, but then falling at a 3.4 percent annual rate from 1995-98. In terms of income maintenance payments as a share of transfer payments, however, the statewide trend was different with the share falling from 13 percent in 1970 to 9 percent in 1998.

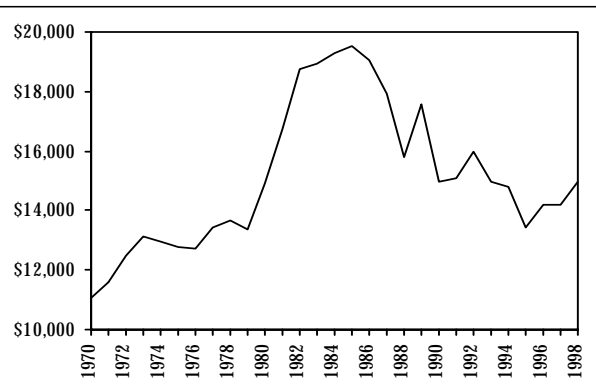
Unemployment insurance payments form the final major component of transfer payments. Because this component is so cyclical and therefore driven by economic situation of the times, it is not terribly appropriate to discuss it in terms of annual rates of change or even share of transfer payments. Suffice it to say that unemployment insurance payments in Garfield County were as high as \$562,000 in 1993 and as low as \$167,000 in 1989. In 1998 specifically, unemployment insurance payments amounted to \$338,000 or 4 percent of transfer payments in Garfield County. Statewide, the unemployment insurance component's share was also 4 percent in 1998.

Dividends, Interest, and Rent

These types of income (collectively called investment income), are the prime examples of making money with money. Money which has been used to purchase stocks, bonds, or which resides in bank accounts, or has been loaned, or which was used to purchase rental properties, can return a profit. No service or work is performed, yet income is derived from the invested money.

Figure 33 shows investment income for the period 1970-98 in Garfield County. In Garfield County, investment income increased from \$11.1 million in 1970 to \$15.0 million in 1998, reflecting a 1.1 percent annual rate of growth. This two-points-in-time perspective, however, masks what have been much more dynamic swings over the period. For example, investment income rose at a 3.9 percent annual rate to \$19.5 million in 1985. It then did an about-face and fell at an annual rate of 3.7 percent to \$13.4 million by 1995. That has been fol-

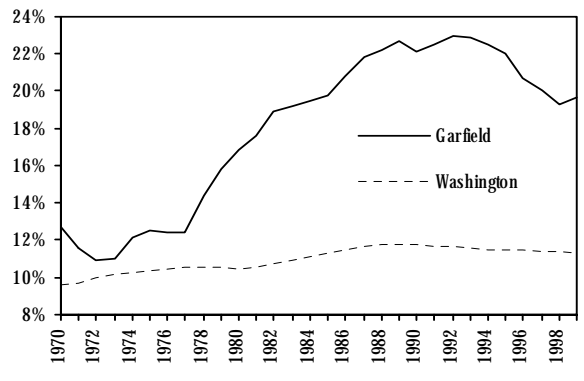
Figure 33
Dividends, Interest, & Rent (in thousands)
Garfield County, 1970-1998
Source: Bureau of Economic Analysis



lowed thus far by growth at an annual rate of 3.7 percent to \$15.0 million by 1998. Referring back to *Figure 28*, investment income in Garfield County commanded a much higher share of total personal income in 1998 than was the case statewide: 33 percent vs. 18 percent.

Figure 34 shows 65 and older population as a share of total population for Garfield County and Washington. Inasmuch as retired seniors tend to be a major source of investment income, it should be noted that the 65 and older population in Garfield County was 20 percent compared to only 11 percent statewide. This more than likely was a significant driver of investment income in the county, and one of the major reasons why investment income's share of total personal income is much higher in the county than it is statewide.

Figure 34
65 & Older as a Share of Total Population
Garfield County & Washington, 1970-1999
Source: Office of Financial Management



JOB TRAINING, EMPLOYMENT SERVICES, AND ECONOMIC DEVELOPMENT

Workforce Development

The *Workforce Investment Act (WIA)* of 1998 replaced the Job Training Partnership Act (JTPA) of 1982 on July 1, 2000. The purpose of WIA is to provide training, education, and other services that prepare all individuals, not just youth and unskilled adults, for current and future jobs. It is guided by several principles: universal access, individual empowerment, streamlined services, state and local flexibility, strong local role, increased accountability, and improved youth programs. It is upon this legislation that the Employment Security Department and other providers base their training and employment service programs.

Eastern Washington Partnership Workforce Development Council. Washington is divided into areas that provide services related to employment. These regions, called Workforce Development Areas, are administered by Workforce Development Councils (WDCs). For Asotin County the WDC is the Eastern Washington Partnership. It has designated Northeast Washington Rural Resources as its fiscal agent and administrative entity. A nonprofit corporation, Rural Resources receives the WIA grants from the Employment Security Department. These grants are used to train and place unskilled or unemployed workers. The WDC has jurisdiction over Workforce Development Area X which includes Asotin as well as Columbia, Ferry, Garfield, Lincoln, Pend Oreille, Stevens, Walla Walla, and Whitman counties. Administrative responsibilities (e.g., record-keeping, data collection, program planning, employer contact, etc.) and executive oversight are handled by Rural Resources on behalf of the council. The Director for the WDC is Tom O'Brien. His phone number is (509) 684-8421. His address is c/o Rural Resources N. 320 Main, Colville, Washington 99114.

Pullman WorkSource Affiliate. The Pullman WorkSource Affiliate operates on a smaller scale than a WorkSource Center and is expected to be run by service

providers who focus their efforts on specific populations or services. They will be able to provide linkages to core services to anyone entering the system at that site or through Internet linkage. Affiliated sites might include community-based organizations, local offices of state agencies, and education and training institutions. In terms of service, the affiliated sites must:

- provide all the required core services either through staff or through a linkage on Internet or other electronic linkages;
- provide at least one of the required programs directly on site;
- provide all of the self-service activities and some of the group and individual activities offered at a Center;
- provide access to WorkSource services offered elsewhere in the system; and
- provide referrals for services not provided through the One-Stop or WorkSource System.

The core services, which are available on site or through electronic access to all customers (no eligibility required), include:

- initial assessment to evaluate job readiness based on job skills, experience, aptitudes, interests, and abilities;
- job counseling to help customers determine what services are available and best use of the information;
- job referral and placement providing access to available jobs and posting of resumes;
- employer services that provide access to labor market information, recruitment, screening, and referral of qualified applicants;
- information and referral to services such as housing, food, and medical assistance;
- information on training and retraining programs such as basic skills, literacy, occupational skills training, and apprenticeships;
- labor market information on current occupational supply and demand and occupational wages;

- computers with Internet access;
- access to a telephone to file for Unemployment Insurance benefits; and
- translation services to customers in their first language using AT&T services or the Internet.

The programs (eligibility determination must be on site for the following programs) include:

- Claimant Placement Program
- Worker Profiling
- WorkFirst (employment services only)

Note: The Walla Walla WorkSource Center administers the Dislocated Worker program for the Asotin and Garfield counties area.

The Pullman WorkSource Affiliate is located 62 miles from Pomeroy in Whitman County at 350 SE Fairmount Road, Suite 2, Pullman, Washington 99163-5500. The hours of operation are 8:00 a.m. to 5:00 p.m., Monday through Friday. Staff can be contacted by phone at (509) 332-6549, by fax at (509) 338-4206, and by e-mail at mharing@esd.wa.gov.

Northeast Washington Rural Resources. Rural Resources is a private, nonprofit organization that serves the seven counties (*sans* Spokane County) that constitute the southeast and northeast parts of Washington State. Rural Resources manages a wide range of social service programs including WIA, Welfare-to-Work, and WorkFirst. It provides these work force development programs in Asotin County. Its office in Clarkston is located at 733 Fifth Street. The office phone number is (509) 758-5461. Office hours are 8:00 a.m. to 4:30 p.m.

Educational Facilities. Garfield County does not host any two- or four-year institutions of higher education. There are, however, a number of colleges and universities within roughly an hour's drive of Pomeroy. They are Washington State University, Whitman College, Walla Walla College, and Walla Walla Community College, as well as Lewis-Clark State College and University of Idaho across the state line. Walla Walla Community College operates a satellite facility known as Clarkston Center (30 miles from Pomeroy) to more effectively serve the residents of Clarkston, Asotin, Anatone, and Pomeroy.

Economic Development

Palouse Economic Development Council. The major provider of economic development information and assistance in Asotin County is the *Palouse Economic Development Council (PEDC)*. The PEDC is a nonprofit corporation organized as a public-private partnership. It serves Asotin, Columbia, Garfield, and Whitman counties. Its membership is primarily comprised of representatives from local governments and private businesses. The PEDC has three principal goals:

- To provide assistance and support for business retention and expansion in the region.
- To promote and pursue new business development in the region.
- To develop and promote tourism and recreation opportunities as a major industry in the district.

The PEDC has a branch office in Pomeroy where the organization's bookkeeping is accomplished. PEDC has a part-time bookkeeper and a half-time economic development person working out of the office. The PEDC mailing address is P.O. Box 953, Pomeroy, Washington 99347. Staff may be reached by telephone at (509) 843-1104, by FAX at (509) 843-1613, or by e-mail at info@palouse.org. Their website address is www.palouse.org. The PEDC main office is located at Washington State University Research and Technology Park in Pullman, Washington.

Port of Garfield. The Garfield Port District is an entity created by a vote of the public (the port commissioners are also elected by the public). The Port is responsible for managing, developing, and leasing publicly-owned property in the county.

The Port of Garfield manages four principle industrial sites: Pomeroy DSP, Pomeroy West, Central Ferry, and the U.S. Forest Service Administration Building.

Pomeroy DSP is a 30-acre site divided into two sections: one industrial and one recreation. These port properties have electricity and are connected to the city's water and sewer mains. The industrial section has existing industrial facilities and the recreational site, which has three ball fields, is the site of a proposed RV park.

Pomeroy West is a 3.25-acre site zoned for industrial use (particularly light manufacturing or commercial). This site also has city water, sewer, and electricity.

Central Ferry is an 80-acre site that fronts the Snake River. Three and a half acres are developed for grain elevators and has a boat launch to the Snake River at the west end. The remaining acres are on a hillside that can be developed. There is electricity, but water is supplied by a well.

The 10,000 square-foot USFS Forest Service administration building is located on Main Street of Pomeroy.

Constructed for the Forest Service by the Port District in 1986 and again in 1993, it is leased by the U.S. Forest Service until 2003.

Transportation services are accessed via local trucking, United Parcel Service, Federal Express, and a regional airport in Lewiston, Idaho (35 miles east of Pomeroy).

The mailing address for the Port of Garfield is P.O. Box 788, Pomeroy, Washington 99347. Port staff can be contacted by telephone at (509) 843-3740, by FAX at (509) 843-3811, or by e-mail at portg@pomeroy-wa.com. Their website is www.clickpomeroy.com.

Pomeroy Chamber of Commerce. Comprised of local businesses and other interested parties, the Pomeroy Chamber of Commerce was established to further the business interest of the greater Pomeroy area. For other information concerning the Pomeroy Chamber of Commerce, contact either the PEDC or the Port of Garfield.

Garfield County Community Development Action Team. This is a group of volunteers and other interested individuals that plan and execute small- to medium-sized projects for the good of the community. Past projects have included a covered picnic shelter for the city park, the painting of the county logo on a tall grain elevator, repair of the park gazebo, and other activities.

Infrastructure. An area's infrastructure is an integral part of economic development. The following are

primary infrastructural elements currently in place in Garfield County.

Roads and Highways. U.S. Route 12 is the only major thoroughfare in Garfield County. It runs east-west through the county, connecting Pomeroy with the outlying towns of Walla Walla, Dayton and Clarkston-Lewiston. Additionally, State Route 127 cuts through the northwest corner of Garfield County. Much of the north county is accessible by local routes. The county's southern panhandle—which is part of the Blue Mountains and Umatilla National Forest—is accessed by one local route.

The Snake River, which forms the county's northern boundary, is a major commercial waterway. It is part of the water route that leads to and from the Port of Lewiston, the inland-most port in the United States.

Air Transportation. Air transportation in Garfield County revolves around five private airfields. These airfields, concentrated mostly around the Pomeroy area, are used primarily for agricultural purposes. The county does not have a public airfield. There is, however, a regional public airport in Lewiston, Idaho (35 miles east of Pomeroy).

Ports and Rail Service. There are no ship berths in Garfield County. There is, however, a barge slip on the Snake River near Central Ferry. Rail service has not existed in Garfield County since the Union Pacific terminated its Pomeroy-Starbuck branch line in 1981.

SUMMARY

The economy of Garfield County is dominated by agriculture. Since the early fur trappers were supplanted by settlers in the mid-1800s, farming has been the principal source of the county's wealth. Agriculture means, for the most part, wheat and barley production. Because these crops are heavily capital-intensive rather than labor-intensive, they do not require large numbers of workers. In terms of wage and salary jobs, only the trade and government sectors provide sizable employment in Garfield County.

The dynamics of Garfield County's agriculture-related economy produces effects that differ significantly from Washington as a whole. Even though farming is not labor-intensive, it still accounts for a quarter of the county's workers, and its influence throws a heavily seasonal cast to employment and unemployment. In 1999, unemployment was as low as 1.7 percent during the summer and as high as 6.8 percent during the winter. This variation is much greater than the statewide variation. Overall, though, unemployment in 1999 was at 3.6 percent in Garfield County, nearly a full percentage point below the statewide rate. Historically, unemployment has been less of a problem in the county than throughout the state.

Agriculture greatly influences income in Garfield County. Farm income in 1998 was a whopping 50 percent of all personal income compared to only 3 percent statewide. The large amount of income concentrated in farm-related activities, however, can produce divergent swings based on the success or failure of a particular year's crop and/or market prices. Recently, though, the county's per capita income (\$19,293) and average covered wage (\$21,760) ranked near the bottom of the list compared to other Washington counties as the wheat

industry has endured the challenge of several years of low global market prices.

Trade is the largest employment sector other than government in Garfield County, but it, too, is strongly influenced by agriculture. Nearly three-quarters of all trade jobs are on the wholesale side, whereas the figure is only 25 percent statewide. Within wholesale trade, the bulk of employment is concentrated within farm machinery and supplies and grain brokerage. Retail, which makes up only one-quarter of all trade employment, is quite small compared to that statewide. Most retail employment is concentrated in restaurants and grocery stores.

Government is the largest employer in Garfield County, with strong representation at the federal and local levels. The federal presence stems from the U.S. Army Corps of Engineers (which operates the Lower Snake River dams) and the U.S. Forest Service (which oversees the Umatilla National Forest). Local government is primarily K-12 education and county and municipal functions. Looming over Garfield County's public sector is the future status of the Lower Snake River dams.

Economically, Garfield County's comparative advantage is its fertile farmland. Because the county is remote and sparsely populated with little manufacturing and only modest services, farming is and will remain the source of the county's prosperity for the foreseeable future. Even agriculture, though, is not a static industry. It is very much driven by weather (both local and in other wheat-producing regions of the country), technology and biotechnology, domestic and international trade, and geopolitics.