A PERSPECTIVE ON THE ECONOMIC OUTLOOK

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NOVEMBER 25, 1986
Good morning ladies and gentlemen. It certainly is a pleasure to be able to share some thoughts with you on the outlook for the economy. But I also want to mention a few uncertainties that are clouding the crystal ball. Finally, I'd like to mention very briefly some of the challenges to monetary policy presented by the economic outlook and by those troubling uncertainties.

As I'm sure most of you know, economic growth in the United States has slowed recently, raising concern in many quarters that the current expansion is coming to an end. After growing at an acceptable, but unspectacular, 3 percent rate during 1985, growth in the economy's output has slowed to a 2.4 percent annual rate so far this year.

Over the past year and a-half, the U.S. unemployment rate has been stuck between 6 3/4 and 7 1/4 percent -- somewhat higher than the 6 to 6 1/2 percent that appears to represent "full" employment in the U.S. economy.
Moreover, capacity utilization in manufacturing actually has declined rather substantially.

Despite these relatively lackluster national statistics, I believe that a pick-up in the U.S. economy is in the offing. Over the next year, I think that the U.S. economy will grow at around a 3 percent rate, and that some progress will be made towards achieving a fuller employment of both labor and capital.

The outlook for the U.S. economy is subject to a number of major uncertainties, perhaps more than usual. And just as these uncertainties create difficulties for those of you making business plans for the coming year, they also make the Fed's job of forecasting economic developments and of designing monetary policy more difficult.

The Fundamentals

There are two fundamental factors that lead me to my
FAIRLY OPTIMISTIC OUTLOOK FOR THE ECONOMY NEXT YEAR.

FIRST, THE INTERNATIONAL VALUE OF THE DOLLAR HAS DROPPED SUBSTANTIALLY WITH RESPECT TO MAJOR CURRENCIES SINCE FEBRUARY OF LAST YEAR. THIS DROP ENABLES U.S. EXPORTERS TO COMPETE MORE EFFECTIVELY IN MARKETS ABROAD, WHILE FOREIGN PRODUCERS FIND IT MORE DIFFICULT TO SELL THEIR GOODS AND SERVICES IN OUR MARKETS. I BELIEVE OUR TRADE DEFICIT IS BEGINNING TO IMPROVE AND THAT IT SHOULD CONTRIBUTE SIGNIFICANTLY TO ECONOMIC GROWTH NEXT YEAR.

SECOND, INTEREST RATES IN THE UNITED STATES HAVE FALLEN SHARPLY THIS YEAR, CONTINUING A TREND THAT BEGAN IN THE LATTER HALF OF 1984. LOWER INTEREST RATES PROVIDE SUPPORT TO THE INTEREST-SENSITIVE SECTORS OF THE ECONOMY, INCLUDING SPENDING FOR PLANT AND EQUIPMENT, CONSUMER DURABLES, AND RESIDENTIAL STRUCTURES. THIS DECLINE IN INTEREST RATES HAS BEEN FACILITATED AND ENCOURAGED BY FEDERAL RESERVE MONETARY POLICY. FOUR TIMES THIS YEAR, THE
DISCOUNT RATE HAS BEEN CUT, FOR A TOTAL REDUCTION OF 2 PERCENTAGE POINTS. LOWER INTEREST RATES HAVE BEEN AN IMPORTANT FACTOR IN KEEPING THE ECONOMIC EXPANSION GOING INTO WHAT IS NOW ITS FOURTH YEAR.

MORTGAGE RATES HAVE BEEN A PART OF THE GENERAL FALL IN RATES, PRODUCING SIGNIFICANT EXPANSION IN HOMEBUILDING. SUPPORT OF LOWER INTEREST RATES, CONSTRUCTION OF SINGLE-FAMILY HOUSES IN THE U.S. SHOULD CONTINUE AT A HEALTHY RATE THROUGH THE END OF NEXT YEAR. HOWEVER, PASSAGE OF THE TAX REFORM BILL ALREADY HAS BEGUN TO DISCOURAGE NEW MULTI-FAMILY CONSTRUCTION, AND I WOULD NOT BE SURPRISED TO SEE MULTI-FAMILY STARTS DOWN SUBSTANTIALLY IN 1987 COMPARED WITH THIS YEAR.

THE DECLINE IN LONG-TERM INTEREST RATES HAS NOT YET STIMULATED BUSINESS SPENDING FOR CONSTRUCTION AND EQUIPMENT. THIS PROBABLY IS A RESULT OF LARGE UNUSED CAPACITY, DISLOCATIONS IN THE OIL AND GAS INDUSTRIES, AND
HIGH OFFICE VACANCY RATES. HOWEVER, I EXPECT MORE ACTIVITY OF THIS TYPE THROUGHOUT THE COUNTRY AS THE ECONOMY BEGINS TO EXPAND MORE RAPIDLY AND SALES PROSPECTS IMPROVE. SO, GENERALLY I'M OPTIMISTIC. BUT MY OPTIMISM IS TEMPERED BY SEVERAL AREAS OF UNCERTAINTY.

AREAS OF UNCERTAINTY

ONE MAJOR UNCERTAINTY IS HOW MUCH OF AN IMPROVEMENT IN OUR TRADE DEFICIT ACTUALLY WILL RESULT FROM THE DECLINE IN THE DOLLAR. DATA THROUGH THE SECOND QUARTER DIDN'T GIVE ANY SIGNS THAT THE TRADE DEFICIT HAD BEGUN TO IMPROVE, EVEN THOUGH THE DOLLAR HAD BEEN DEPRECIATING FOR MORE THAN A YEAR.

RECENTLY RELEASED STATISTICS FOR THE THIRD QUARTER PROVIDE MORE ROOM FOR OPTIMISM. ALTHOUGH THE INCREASE IN EXPORTS OF GOODS AND SERVICES CONTINUED TO FALL SHORT OF THE INCREASE IN IMPORTS, A GOOD PART OF OUR IMPORTS WERE OIL. IF WE EXCLUDE OIL IMPORTS, WHICH ARE PRICED IN
DOLLARS AND THUS ARE NOT VERY RESPONSIVE TO EXCHANGE RATES, OUR FOREIGN BALANCE ACTUALLY IMPROVED IN THE THIRD QUARTER. THIS IS ENCOURAGING, BUT WE SHOULD NOT FORGET THAT OUR TRADE DEFICIT STILL IS FAR LARGER THAN WE EXPECTED, GIVEN THE HUGE DROP IN THE DOLLAR.

ONE REASON FOR A DELAYED IMPROVEMENT IN THE TRADE BALANCE APPEARS TO BE THAT EXCHANGE RATE CHANGES AREN'T BEING PASSED THROUGH TO IMPORT PRICES AS QUICKLY AS THEY USED TO BE. THE PRICE OF IMPORTED GOODS OTHER THAN PETROLEUM DIDN'T PICK UP SIGNIFICANTLY RELATIVE TO DOMESTIC PRICES UNTIL THE SECOND QUARTER OF 1986, MORE THAN A YEAR AFTER THE DOLLAR BEGAN ITS SHARP DEPRECIATION.

A SECOND REASON FOR THIS DELAYED IMPROVEMENT IS THAT THE DOLLAR HAS DROPPED A LOT LESS AGAINST THE CURRENCIES OF SOME OF OUR TRADING PARTNERS THAN IT HAS AGAINST THOSE OF OTHER PARTNERS, SUCH AS JAPAN AND THE MAJOR EUROPEAN COUNTRIES. IN SOME CASES THE DOLLAR HAS ACTUALLY Risen
against the currencies of some trading partners -- Canada and a few of the so-called newly industrialized countries, or NICs for short. The large drop in the dollar we all have read about probably is somewhat overstated, because most of the commonly cited exchange-rate statistics exclude NICs.

Trade with these countries has become very significant. The six most important NICs -- South Korea, Hong Kong, Singapore, Taiwan, Mexico and Brazil -- accounted for fully 36 billion dollars of the total U.S. trade deficit of 149 billion dollars in 1985. And since exchange rates with these countries haven't changed much in recent years, trade deficits with them may not improve much in the year ahead.

**Fiscal Policy**

Another major source of uncertainty in the outlook is fiscal policy. The extent to which the Gramm-Rudman
DEFICIT-REDUCTION LEGISLATION ACTUALLY WILL LEAD TO LOWER
FEDERAL SPENDING HAS BEEN A SOURCE OF SPECULATION IN THE
ECONOMIC OUTLOOK FOR SOME TIME. ON PAPER, THE CONGRESS
OVERSHOT THE 144 BILLION DOLLAR GRAMM-RUDMAN TARGET FOR THE
DEFICIT IN FISCAL YEAR 1987 BY THE TEN BILLION DOLLARS THAT
THE LEGISLATION ALLOWED. HOWEVER, BECAUSE OF THE PECULIAR
BUDGET ARITHMETIC PERMITTED BY THE LEGISLATION, THE ACTUAL
DEFICIT FOR 1987, INSTEAD OF BEING 154 BILLION DOLLARS, IS
LIKELY TO REACH 180 BILLION DOLLARS. STILL, THAT WOULD BE
A SUBSTANTIAL REDUCTION FROM AN ESTIMATED DEFICIT OF 221
BILLION DOLLARS FOR FISCAL 1986. A REDUCTION IN THE
DEFICIT OF THIS MAGNITUDE WOULD GREATLY SLOW THE FEDERAL
GOVERNMENT'S CONTRIBUTION TO ECONOMIC GROWTH NEXT YEAR,
OFFSETTING A LARGE PART OF THE EXPANSIONARY EFFECT OF
TODAY'S WEAKER DOLLAR AND LOWER INTEREST RATES.

SOME INDUSTRIES COULD BE PARTICULARLY AFFECTED BY THE
SLOWDOWN IN GOVERNMENT SPENDING. FOR EXAMPLE, DEFENSE

BUSINESS PARTNERSHIPS. Although the reduction in the corporate tax rate will provide some offset, the net effect still is likely to be unfavorable for business investment in 1987.

Eventually, this negative effect on growth will tend to be offset by higher household spending in response to lower personal income taxes. However, because of the way the tax reforms for individuals are phased-in over time, the major stimulus to personal consumption probably won’t come until 1988. Thus, this year and next, tax reform should have a net negative impact on GNP, lowering real growth by close to 1/2 percent. But, once again, it’s very difficult to be on solid ground predicting the exact impact, given the tremendous number of tax changes being made simultaneously.

Oil Prices

A final major source of uncertainty about future
ECONOMIC GROWTH IS THE EXTENT AND DURATION OF DISLOCATION IN THE OIL INDUSTRY CAUSED BY THE DROP IN THE PRICE OF OIL THIS YEAR. PROSPECTS FOR SOME IMPROVEMENT IN THIS AREA WERE ENHANCED WHEN THE NEW OPEC PRODUCTION QUOTAS CAUSED THE PRICE OF OIL TO JUMP TO THE 14 TO 16 DOLLAR PER BARREL RANGE, COMPARED WITH JUST OVER 11 DOLLARS PER BARREL IN LATE JULY. IF THE PRICE OF OIL STAYS AT AROUND ITS PRESENT LEVEL, THE MAJOR DISLOCATIONS IN THE OIL AND GAS INDUSTRIES PROBABLY ARE BEHIND US, AND WE SHOULD SEE SOME RECOVERY IN EMPLOYMENT AND CAPITAL SPENDING LATER THIS YEAR AND THROUGHOUT NEXT YEAR. OF COURSE, THIS ASSESSMENT COULD TURN OUT TO BE OVERLY OPTIMISTIC FOR THESE INDUSTRIES, SINCE THE OPEC AGREEMENT TO LIMIT PRODUCTION IS VERY FRAGILE.

UNCERTAINTY ABOUT THE FUTURE PRICE OF OIL ALSO RAISES A QUESTION ABOUT WHAT WILL HAPPEN TO INFLATION NEXT YEAR. THE DRAMATIC DROP IN OIL PRICES THIS YEAR CAUSED BOTH
CONSUMER AND PRODUCER PRICES ACTUALLY TO FALL FOR THE FIRST
FOUR MONTHS OF THIS YEAR, AND SHOULD HELP TO KEEP INFLATION
to around 2 1/2 percent for all of 1986. This would be the
LOWEST RATE OF INFLATION, as measured by the GNP Deflator,
registered since 1967. Although this is very encouraging
WE SHOULD NOT FORGET THAT, WITH THE OIL-PRICE "SHOCK",
INFLATION THIS YEAR PROBABLY HAS BEEN BELOW ITS LONG-RUN,
OR UNDERLYING RATE.

NEXT YEAR, IF THE PRICE OF OIL STAYS AT ITS PRESENT
LEVEL, AND THUS DOES NOT PROVIDE ANOTHER DOWNWARD THRUST TO
PRICES, THE WEAKER DOLLAR FEEDING THROUGH IN THE FORM OF
HIGHER COSTS OF IMPORTS WILL BE THE DOMINANT INFLUENCE ON
PRICE MOVEMENTS. IN THIS CASE, INFLATION COULD RISE BY AS
MUCH AS A FULL PERCENTAGE POINT OVER ITS EXPECTED RATE OF
INCREASE THIS YEAR. HOWEVER, A COLLAPSE OF THE RECENT OPEC
AGREEMENT AND CONSEQUENT FALL IN OIL PRICES AGAIN COULD
PUSH INFLATION BELOW ITS UNDERLYING RATE NEXT YEAR. SO, ALONG WITH A LOT OF OIL, OPEC SUPPLIES US WITH A LOT OF "IFS" FOR OUR INFLATION FORECAST.

**Challenges to Monetary Policy**

These uncertainties in the outlook -- the trade balance, fiscal policy, and oil prices -- provide formidable challenges for monetary policy. The economy's failure to show clear signs of sustained, healthy growth, makes it tempting to argue that, for safety's sake, monetary policy should lean further toward boosting production.

Current statistics, however, can be a misleading guide. It takes time for the effects of monetary policy to work their way through the economy. Complicating matters even further, there are lags in receiving reliable data on what actually has happened to important indicators such as real GNP and the balance of trade. Sometimes we don't
REALLY KNOW WHERE WE’VE BEEN UNTIL WE’RE ALREADY SOMEWHERE ELSE. GIVEN THESE DIFFICULTIES, A POLICY OF CONTINUALLY LOWERING INTEREST RATES UNTIL THERE IS UNAMBIGUOUS EVIDENCE OF AN IMPACT ON THE ECONOMY RUNS A REAL RISK -- A RISK THAT POLICY INADVERTENTLY WILL BECOME TOO STIMULATIVE, RAISING THE SPECTER OF REEMERGING INFLATIONARY PRESSURES.

BY MY CALCULATIONS, THE EASING OF MONETARY POLICY OVER THE PAST YEAR SHOULD BE CONSISTENT WITH THE ECONOMY GROWING AT A HEALTHY, SUSTAINABLE PACE NEXT YEAR. BUT ALTHOUGH THIS OUTLOOK IS APPEALING, WE MUST RECOGNIZE THAT WITH THE ECONOMY POISED TO MOVE TOWARD A FULLER UTILIZATION OF ITS RESOURCES, INFLATIONARY PRESSURES COULD RE-EMERGE.

THIS INFLATIONARY RISK IS HEIGHTENED IN MY MIND BY THE RECENT BEHAVIOR OF THE MONETARY AGGREGATES, WHICH WE AT THE FED USE AS INDICATORS OF THE FUTURE IMPACT OF MONETARY POLICY. THE BROADER MONETARY AGGREGATES, M2 AND M3, BOTH ARE NEAR THE UPPER BOUNDARIES OF THEIR TARGET RANGES THIS
THUS, although Federal Reserve Policy actions must reflect concern about the current sluggishness of the economy, we must balance this concern against the risk that too much ease might lead to problems with inflation in the years to come. Balancing these concerns is the way we at the Fed can do our job best -- promoting sustainable economic growth, while ensuring that continued progress is made toward price stability.
Overview of the San Diego Economy

In San Diego, economic growth as measured by employment and unemployment appears to have accelerated during the course of the past year. Year-over-year employment growth, which began the year at a relatively robust 3.9 percent, was even higher through most of the second and third quarters, and registered 6.6 percent in September. Throughout the year, employment growth has been significantly faster than that in either the state or the nation. Moreover, despite its rapid population growth, San Diego continues to experience relatively little unemployment, as the unemployment rate (not seasonally adjusted) has fluctuated between 4.5 and 6.0 percent thus far during 1986. In September, San Diego registered a 4.6 percent unemployment rate, considerably below the state's 6.2 percent rate and San Diego's year-earlier 5.5 percent level.

Strength in trade and services has more than offset
Weakness in most manufacturing sectors. Employment growth in the trade and service sectors currently is considerably higher than is overall employment growth in San Diego.

Tourism has provided a boost to the area's economy. For the January through August period, airport traffic, border crossings, and Sea World attendance all grew more than 10 percent from last year's level during the same period. The San Diego Wild Animal park and the San Diego Zoo registered more modest attendance increases of 9.1 and 5.3 percent respectively. San Diego's hotel occupancy rate, at 74.1 percent (cumulative year-to-date through August), was lower than it was during the same period last year but the average daily room rate of $70.17 was 4.5 percent higher.

Through the first nine months of the year, the number of residential construction permits issued in San Diego County was 7 percent higher than it was during the same period last year, a growth rate identical to California's.
However, in San Diego single family construction was somewhat weaker and multifamily construction somewhat stronger than it was statewide. Cumulative single-family permits through September were 18 percent higher in San Diego than they were last year, compared with 21 percent growth for California. On the other hand, while statewide the number of multifamily permits for the first nine months of 1986 fell 2 percent below its year-earlier level, the number of multifamily permits in San Diego rose 2 percent during the same period.

Nonresidential construction activity has slowed in recent months, and the pace of nonresidential building in the San Diego area has fallen off more than has nonresidential construction statewide. The value of nonresidential awards for the first nine months of the year was 15 percent below last year’s level in San Diego, a significantly larger decline than the 6.5 percent registered
STATEWIDE. AWARDS FOR OFFICE BUILDINGS FELL 28 PERCENT IN SAN DIEGO DURING THE SAME PERIOD, COMPARED WITH A 24 PERCENT DECLINE FOR THE STATE. SAN DIEGO OFFICE BUILDING PROBABLY WILL FOLLOW THE NATIONAL SLOWING TREND, BUT THAT TREND MAY BE PARTICULARLY PRONOUNCED IN SUBURBAN SAN DIEGO COUNTY, WHERE SEPTEMBER'S OFFICE VACANCY RATE REGISTERED 28 PERCENT.

Even so, SAN DIEGO'S RELATIVELY STRONG ECONOMY SHOULD PROVIDE GREATER THAN AVERAGE ABSORPTION FOR EXISTING OFFICE SPACE, AND AS A RESULT THE SLOWDOWN IN OFFICE BUILDING IS LIKELY TO BE LESS PERSISTENT THAN IN MORE ECONOMICALLY TROUBLED REGIONS.

INDUSTRIAL AND RETAIL BUILDING ACTIVITY APPEAR TO BE SIGNIFICANTLY WEAKER IN SAN DIEGO THEN THEY ARE IN THE STATE. THE VALUE OF SAN DIEGO AREA INDUSTRIAL BUILDING AWARDS THROUGH THE FIRST NINE MONTHS OF 1986 WAS 40 PERCENT LOWER THAN IT WAS LAST YEAR, COMPARED TO A 7 PERCENT DECLINE FOR THE STATE. DESPITE REGIONAL STRENGTH IN RETAIL SALES,
AREA RETAIL BUILDING THROUGH THE FIRST NINE MONTHS OF THE YEAR FELL BY 17 PERCENT FROM ITS YEAR-EARLIER LEVEL, A FAR CRY FROM CALIFORNIA'S 20 PERCENT GROWTH DURING THE SAME PERIOD.

INTERNATIONAL TRADE DATA FROM THE SAN DIEGO CUSTOMS DISTRICT SHOW THAT TOTAL TRADE ACTIVITY FOR THE FIRST NINE MONTHS OF 1986 WAS 9 PERCENT GREATER THAN IT WAS FOR THE SAME PERIOD LAST YEAR. AS TOTAL VOLUME HAS GROWN, THE MIX BETWEEN IMPORTS AND EXPORTS HAS CHANGED. DURING THE FIRST NINE MONTHS OF 1986, IMPORT VOLUME WAS 22 PERCENT GREATER THAN IT WAS DURING THE SAME PERIOD LAST YEAR, BUT THE VOLUME OF EXPORTS FELL 5 PERCENT. WHILE THE GROWTH OF IMPORTS RELATIVE TO EXPORTS HAS SLOWED NATIONALLY DURING THE PAST FEW MONTHS, NO SUCH SLOWING IS APPARENT IN SAN DIEGO. IN SEPTEMBER, IMPORT VOLUME WAS 25 PERCENT HIGHER THAN IT WAS IN SEPTEMBER 1985, WHILE EXPORT VOLUME SHRANK 29 PERCENT OVER THE SAME YEAR.