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*Employment Service Operating Data
as a Measure of Job Vacancies*

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INTRODUCTION

In his paper on "The Role of Job Vacancy Data for an Active Manpower Policy," Dr. Louis Levine, Director of the United States Employment Service, emphasized the importance of information on available job opportunities for specific occupations and localities to the operations of the public employment service. Our paper will describe in somewhat more detail a number of recent activities of the federal-state employment service system with respect to the collection, analysis, and utilization of job vacancy information—both as part of its regular manpower operations, and in relation to the Department of Labor's experimental program now under way in sixteen areas.

As William C. Shelton and Arthur F. Neef of the Bureau of Labor Statistics indicated in their paper on "Foreign Job Vacancy Statistics Programs," job vacancy information in foreign countries is generally collected in connection with employment service operations. As a matter of fact, in most of these countries, available vacancy information is limited to a compilation of job openings listed by employers with the public employment service or labor exchanges.

Similar information is available now—and has been for many years past—in the United States, through the operations of the federal-state employment service system. In calendar year 1964, the

public employment service received some 8.2 million nonfarm job openings from over 1 million employers—a total which, on the basis of the best available estimates, represents nearly one-fourth of all new hires for the country as a whole during the year. About 6.3 million of these openings—equivalent to close to 16 per cent of the new hires—were filled by workers referred and placed by the Employment Service. Because use of the public employment service in this country is on a voluntary basis, there have been some questions raised as to whether or not openings listed at public employment service offices in the United States are representative of the total in terms of occupational and other characteristics. The Department of Labor experimental job vacancy program throws some new light on this question (it will be examined in more detail in a later section of the paper).

Under this experimental program, the term “job vacancy” is broader in definition and concept than is true in most foreign countries with job vacancy programs. As defined in the Department of Labor program (“ . . . current job openings in an establishment which are immediately available for occupancy for workers outside the firm and for which the firm is actively seeking workers”), the term job vacancies in this country is designed to encompass more than the administrative statistics on job openings listed at public employment service offices. The job vacancy figures to be developed as part of this program are intended to represent (with a few exclusions) the sum total of all job opportunities—whether or not listed with the public employment service—now available to be filled in specific occupations, industries, and areas. The more important of the exclusions are designed to eliminate vacancies for which there is now no active recruitment (jobs held for employees who will be recalled, jobs to be filled by transfers or promotions, jobs for which new workers have already been hired but have not yet reported, jobs vacant because of labor disputes), and vacancies which are not available for immediate occupancy (i.e., jobs for which recruitment is now in progress—such as teaching positions for which personnel hired are not expected to report until the beginning of the fall semester).

Because, conceptually, job vacancy information as developed

under this program is designed to provide a relatively universal measure of labor demand in specific local communities, such information can represent a significant indicator, for use in conjunction with other available data, in assessing and interpreting changes in local economic developments as they occur. The compilation of job vacancy information in local occupational detail—thereby permitting a comparison of the skills of the unemployed with the characteristics of available jobs—also has particularly important implications for manpower and employment service operations.

Before proceeding with a discussion of this and other aspects of Employment Service job vacancy activities, however, it may be helpful to describe briefly the structure of the public employment system in this country, its operating mechanisms for securing and servicing employer job orders, and the nature of the job opportunity data which it currently collects on a regular basis.

REGULAR EMPLOYMENT SERVICE DATA ON JOB OPENINGS

Facilities for Collecting Data

The United States Employment Service operates through 54 affiliated state employment services, covering each of the 50 states plus the District of Columbia, Puerto Rico, Guam, and the Virgin Islands, and a network of 1,900 local employment offices serving each of the country's more significant employment centers. The primary focus of its operations—and the bulk of its staff and resources—is at the state and local level. Although the administrative expenses of these state agencies are paid for by the federal government, the salaries and working conditions of employees of these agencies are fixed by the states involved. This helps insure that local needs and developments are given due consideration in manpower programs requiring employment service participation.

As has already been indicated, more than 1 million employers listed some 8.2 million job openings with the public employment service during calendar year 1964. To obtain these job orders, each public employment office has a small staff of employer relations

representatives or specialists, who periodically visit each of the large employers in the areas to discuss their labor requirements and to offer assistance in filling their vacant jobs. The listing of job openings with the public employment service in this country is completely voluntary and at the discretion of the employer.

The nature of the facilities available and the services offered by the public employment offices help induce many employers to list their openings with the employment service. Among the factors which contribute are the wide range of skills normally represented by job applicants at the local public employment offices, the pre-screening and testing of job applicants by the Employment Service before referral, and the availability of interarea recruitment services, when needed, to locate workers with skills which are in relatively short supply locally.

About 10.8 million new applications for employment were filed with the public employment system during calendar year 1964. This total represents close to three-fourths of the individuals who were unemployed at any time during the year. The local public employment offices gave approximately 2.3 million aptitude and proficiency tests of one type or another during the year to help evaluate individual qualifications for available job opportunities. Over 155,000 employer job openings were filled through the public employment service's interarea recruitment program in 1964; this program is being expanded through the use of modern telecommunication equipment linking offices in various states.

About half of the openings listed for interarea recruitment were in professional job classifications. A professional office network of 118 specially designated offices, located in all major labor areas in the United States, speeds the recruitment and placement of scarce professional personnel. This helps attract both employer job orders and job applicants with professional qualifications to the local employment offices. The public employment service made over 250,000 professional placements in calendar year 1964.

Types of Occupational Data Compiled

Employment service operations—the matching of jobs and workers at the local level—is conducted primarily in terms of specific

and detailed occupational classifications. To perform these job-matching functions in an effective and efficient manner, as well as to carry out its responsibilities under other manpower programs, the public employment service has developed a number of basic tools and data-gathering programs for measuring occupational labor requirements in relation to available labor supply. The following are among the more important of these basic tools and programs, in the context of the present discussion of job vacancies.

1. *Dictionary of Occupational Titles*—which defines and classifies, by a system of precise occupational codes, the specific performance requirements for over 23,000 individual occupations. The numerical occupational code system used in the *DOT* permits the grouping of occupations into major skill classifications (professional, clerical, sales, service, skilled, semiskilled, unskilled) based on the first digit of the occupational code, and into intermediate subdivisions (e.g., laboratory technicians and assistants, stenographers and typists, printing occupations, machinists) on the basis of the first three digits of the code, as well as the identification of specific occupations using all six digits of the code (e.g., roofer, wood shingle; electric meter installer; lens molder, optical goods). A new, revised, and enlarged third edition of the *Dictionary* is scheduled for release later this year.

2. *Area Skill Surveys*—which provide comprehensive analyses of labor requirements and labor resources for individual labor areas, and for important local occupations over the next two and five years. These surveys also provide data on current employment, labor shortages, and labor surpluses in the occupations involved. A total of 140 such area skill surveys have been completed by state employment services in the past few years.

3. *Training Needs Surveys*—which are abbreviated surveys of local labor needs designed to indicate current opportunities for training or retraining unemployed workers in accordance with locally available job opportunities. Such surveys are conducted in conjunction with the implementation of the Area Redevelopment Act of 1961 and the Manpower Development and Training Act of 1962. About 3,000 such local training needs surveys have been conducted since 1961.

4. Information on Job Openings Received from Employers. In addition to information on total job openings, as described in the introductory sections of this paper, separate information is collected on the proportion of all job openings unfilled or cancelled and on the number placed in interarea recruitment.

Data with respect to employer job openings are developed on a monthly basis—with some national as well as local detail—as a by-product of regular employment service operations. For this reason, as well as the fact that this type of information is most closely akin to the kind of information on job vacancies developed in other countries where such data exist, it may be useful to examine this information in somewhat more detail.

Employer Job Opening Information

Information on each of the 8.2 million job openings received from employers in 1964, in terms of such characteristics as industrial and occupational requirements, pay rates offered, and other specifications, is, of course, available in the local employment offices. It is used not only for placement operations, but also for analyzing important job market developments, assessing local occupational shortages and surpluses, and evaluating the desirability of conducting specific training needs or area skill surveys. The detailed information on industrial and occupational characteristics of the job openings is customarily transmitted to Washington, however, only for about three-fourths of the total—the 6.3 million jobs which were filled through placements by the Employment Service. Tables 1 and 2 recapitulate these placement data by industry and by broad occupational category for calendar year 1964.

As Table 2 indicates, nearly one-fourth of all placements made during 1964 were in the professional, clerical and sales, or skilled categories. This proportion probably understates the Employment Service share of all job openings in these higher skill classifications, because (as will be demonstrated in later sections of this paper) a large part of the 1.9 million openings which went unfilled during the year were in the upper echelon of skill requirements.

The distribution of the job openings placed into interarea recruitment each month is also an indicator of the high skill level require-

TABLE 1
*Distribution of Employment Service Nonfarm Placements,
 by Major Industrial Group, U.S. Totals,
 Calendar Year 1964*

Industry	Number	Percentage Distribution
All industries	6,281,400	100.0
Construction	443,700	7.1
Manufacturing	1,370,700	21.8
Durable goods	652,100	10.4
Nondurable goods	718,600	11.4
Public utilities	224,300	3.6
Trade	1,466,700	23.3
Services	2,408,800	38.3
Household	1,286,800	20.5
Nonhousehold	1,122,000	17.9
Government	217,800	3.5
Other	149,400	2.4

TABLE 2
*Distribution of Employment Service Nonfarm Placements,
 by Major Occupational Categories, U.S. Totals,
 Calendar Year 1964*

Occupation	Number	Percentage Distribution
Total	6,281,400	100.0
Prof. & managerial	250,700	4.0
Clerical and sales	971,800	15.5
Service	2,055,800	32.7
Skilled	334,900	5.3
Semiskilled	852,200	13.6
Unskilled	1,816,000	28.9

ments of unfilled Employment Service job openings. Of the monthly average of about 19,500 interarea openings, about 50 per cent (as was noted earlier) are in professional and managerial job classifications, and another 25 per cent are rated as skilled.

Table 3 gives another measure of the representativeness of Employment Service job openings as an indicator of total demand. It is based on a special study of about 400,000 placements and an estimated 2.5 million new hires which was conducted by the USES in a number of local areas several years ago. It shows that disparities

between new hires and placements for most occupations, except for skilled and unskilled workers, were not very great.

The value of Employment Service job openings—and particularly of unfilled job openings—as an important over-all economic indicator has gained increasing recognition during the past few years. The most recent such recognition was accorded in a paper delivered in December 1964 at a joint meeting of the American Economic Association and the American Statistical Association in Chicago. This paper, "The 1965 NBER Indicators—An Expanded Analytical

TABLE 3
*Percentage Distribution of Average Monthly New Hires
and Placements, by Major Occupational Categories,
Fiscal Year 1960*

Occupation	Average Monthly New Hires	Average Monthly Placements
Total	100.0	100.0
Professional and managerial	5.2	3.4
Clerical and sales	21.4	19.2
Skilled	13.3	6.8
Semiskilled	24.8	17.6
Unskilled	19.2	38.8
Service	16.1	14.2

Scheme," presented by Geoffrey H. Moore, associate director of research for the NBER and Julius Shiskin, chief economic statistician and editor of *Business Cycle Developments* for the U. S. Census Bureau, indicated that the Employment Service unfilled job openings data may be included as a lead indicator in the Census publication on business cycle developments. In her paper (in Part IV of this volume), Charlotte Boschan found that "cyclical movements of the number of nonagricultural job openings pending conform closely to the cyclical changes of general business conditions," and that the cyclical peaks of unfilled job openings occurred considerably before peaks in general economic activity, with a lead time of about seven months. Troughs were roughly coincidental with over-all business cycle troughs.

Against this background, a brief review of a comprehensive special study of unfilled Employment Service job openings conducted by the public employment service last July appears to be germane. A summary of this study is presented in the following section.

SPECIAL SURVEY OF UNFILLED JOB OPENINGS

Description of the Survey

About 250,000 job openings are listed as unfilled each month by local offices of the public employment service. In order to determine why such openings remained unfilled, and what kind of jobs were involved, the United States Employment Service conducted a special survey of these openings as of the end of July 1964. This survey was designed to provide a great deal more detail on the occupational characteristics of the unfilled openings than is normally available on a national basis as part of regular Employment Service operations.

The survey covered fifty-two of the country's largest metropolitan areas, plus twenty-six smaller areas, distributed so as to insure the inclusion of at least one area in every state. About two-thirds of the areas covered by the survey had relatively moderate unemployment (between 3.0 and 5.9 per cent) during the survey month. The remainder were about equally divided between those having relatively low unemployment (less than 3 per cent) and those with substantial joblessness (6 per cent or more).

A total of 793,600 nonfarm jobs (not including openings cancelled by employers during the month) in a wide variety of occupational categories were listed with the public employment service system in July 1964. Of this total, some 69 per cent, or 548,600 openings, were filled in July. Not all of the 245,000 unfilled openings represented problem situations. Many were listed with the local offices towards the end of the month, and were being processed and acted upon at the time of the survey.

On the basis of the data compiled from the surveyed areas, it was estimated that, among the jobs unfilled at the end of the month, about half—or 123,500—had been unfilled for fifteen days or longer.

This represented slightly less than 16 per cent of the 793,600 job openings available in July. A distribution of these job openings by major occupational categories is shown in Table 4.

It is not unusual for jobs requiring greater skill and education, such as those in professional occupations, to take up to a month to fill. Nevertheless, there is ample evidence, as provided by the com-

TABLE 4
*Number of Available and Unfilled Job Openings, by Occupation,
in the Local Public Employment Offices,
United States Totals, July 1964*

Occupation	Number of Available Openings ^a	Number of Unfilled Openings	Unfilled Openings as Percentage of Total Available	Number of Openings Unfilled 15 Days or More	Openings Unfilled 15 Days or More as Percentage of Total Available
All occupations	793,600	245,000	30.9	123,500	15.6
Professional and managerial	66,800	44,700	66.9	36,600	54.8
Clerical and sales	149,250	63,250	42.4	29,400	19.7
Service	226,750	50,600	22.3	18,900	8.3
Skilled	65,950	35,050	53.1	20,150	30.6
Semiskilled	113,450	37,150	32.7	14,900	13.1
Unskilled	171,400	14,250	8.3	3,550	3.1

^a Includes nonagricultural placements during the month plus unfilled job openings as of end of month; excludes cancelled job openings.

ments of the state agencies, that the jobs remaining unfilled for fifteen days or more were also the hard-to-fill jobs.

Significantly, 70 per cent of the jobs unfilled for fifteen days or more were in occupations requiring special training, education, and skills. These openings were principally in professional, technical, and managerial occupations (30 per cent); clerical and sales (24 per cent); and skilled occupations (16 per cent). Only 3 per cent were in the unskilled occupations (see Table 5).

Survey Findings

The July 1964 Employment Service study of unfilled openings indicated that more than half (56 per cent) of all unfilled jobs in the

surveyed areas were not filled because of a lack of qualified applicants. Another 22 per cent continued vacant because of unfavorable working conditions or relatively low wage rates offered. Most of the remainder represented timing considerations—that is, they were received too late in the month to initiate action to fill the job, or applicants had been referred to the employer, but a placement had not yet been formally verified.

TABLE 5
*Number and Percentage Distribution of Unfilled Job Openings,
by Occupation, in Local Public Employment Offices,
United States Totals, July 31, 1964*

Occupation	UNFILLED OPENINGS				Openings Unfilled 15 Days or More as Percentage of Total Unfilled Openings
	Total		15 Days or More		
	Number	Per Cent	Number	Per Cent	
All occupations	245,000	100.0	123,500	100.0	50.4
Professional and managerial	44,700	18.2	36,600	29.6	81.9
Clerical and sales	63,250	25.8	29,400	23.8	46.5
Service	50,600	20.7	18,900	15.3	37.4
Skilled	35,050	14.3	20,150	16.3	57.5
Semiskilled	37,150	15.2	14,900	12.1	40.1
Unskilled	14,250	5.8	3,550	2.9	24.9

In general, occupations that went unfilled were mainly those requiring specialized training, education, and skill, such as those in the professional and skilled categories. On the other hand, there were relatively fewer jobs that were unfilled in occupations whose skill requirements were less, such as in the unskilled group and some of the service occupations.

Almost 82 per cent of the unfilled openings in the professional group were on hand for fifteen days or more. The more numerous professional jobs remaining unfilled include mechanical engineers, teachers, nurses, and social and welfare workers, with lack of qualified applicants as the basic reason given for these jobs remaining vacant.

Among skilled occupations, more than 57 per cent of the unfilled

openings were on hand for fifteen days or longer. Hard-to-fill occupations reported in this category included machinists, mechanics and repairmen, carpenters, and welders and flame cutters. A lack of qualified applicants with the necessary skills and technical training was the major reason listed for not being able to fill these jobs.

About 47 per cent of the total clerical and sales unfilled openings were open for fifteen days or more; primarily because of lack of qualified applicants in the case of stenographic and typing jobs, and because of poor working conditions, such as low pay, commission rates, and unfavorable hours, for jobs in the sales field.

Jobs in the unskilled category were relatively easier to fill than in the other groups, with only 25 per cent remaining unfilled fifteen days or longer. Most numerous hard-to-fill unskilled openings were in fabrication of metal products, packing, filling, labeling, and related occupations, and in construction occupations. Among reasons why these jobs were hard-to-fill were poor working conditions, such as undesirable working hours, transportation problems, and a low rate of pay.

Table 6 gives some indication of the structural imbalances between labor demand and supply, as revealed by a comparison of the occupational distribution of the experienced unemployed (based on data from *Monthly Report on the Labor Force*) and that of the unfilled job openings as shown by the special Employment Service survey. As this table indicates, only about 8 per cent of the experienced unemployed had professional, managerial or technical backgrounds, while such occupations accounted for almost 30 per cent of the openings unfilled for fifteen days or more. Similarly, about 10 per cent of the experienced unemployed, as compared with more than 16 per cent of the hard-to-fill openings, were classified as skilled. On the other hand, semiskilled jobs accounted for about 31 per cent of the experienced unemployed and only 12 per cent of the hard-to-fill job openings; among unskilled workers, these proportions were 13 per cent and 3 per cent, respectively.

Similar structural imbalances between available job opportunities and skills of the unemployed are being demonstrated by the initial results of the Department of Labor's experimental job vacancy program, which was initiated at about the same time the special survey

TABLE 6
*Number and Percentage Distribution of the Experienced
 Unemployed and Job Openings, by Major Occupation,
 in the Local Public Employment Offices, United
 States Totals, July 1964*

Occupation	Unemployed ^a		Public Employment Offices ^b Unfilled Job Openings			
			Total		Open 15 Days or More	
	Number (thousands)	Per Cent	Number (thousands)	Per Cent	Number (thousands)	Per Cent
Total	2,852.2	100.0	245.0	100.0	123.5	100.0
Professional and managerial	232.6	8.2	44.7	18.2	36.6	29.6
Clerical and sales	488.1	17.1	63.3	25.8	29.4	23.8
Service	579.6	20.3	50.6	20.7	18.9	15.3
Skilled	289.8	10.2	35.1	14.3	20.1	16.3
Semiskilled	884.6	31.0	37.2	15.2	14.9	12.1
Unskilled	337.5	13.2	14.2	5.8	3.5	2.9

^a Experienced unemployed, based on data from Department of Labor, *Monthly Report on the Labor Force*.

^b As of July 31, 1964.

of unfilled job openings was conducted. Much of the remainder of this paper will be devoted to a discussion of this experimental program and an analysis of the findings available up to this point.

THE DEPARTMENT OF LABOR EXPERIMENTAL JOB VACANCY PROGRAM

Dimensions and Objectives of the Program

On August 8, 1964, President Johnson formally announced his approval of a proposal by Secretary of Labor W. Willard Wirtz for the initiation of an experimental program by the Department of Labor to develop information on job vacancies in a number of important local labor areas. In approving the program, the President stated that previous research in this field had indicated that such a program "would be of tremendous value in combating unemployment."

Descriptions of some phases of the Department of Labor experi-

mental program have already been included in the papers by Louis Levine and Irvin F. O. Wingard, and will not be repeated here. The following points should serve to recall and highlight some of the more important aspects of the experimental program.

1. The experimental job vacancy information surveys are being conducted twice this fiscal year in sixteen pilot areas. These sixteen areas include most of the country's largest employment centers, as well as a group of smaller and medium-size areas to assure representation in terms of geographical dispersion and the nature of employment conditions.

2. The surveys are being conducted by state employment services affiliated with the USES, in cooperation with the Bureau of Employment Security (which includes the USES) and the Bureau of Labor Statistics.

3. Data are being collected in considerable occupational detail by requesting employers to list the plant titles of their vacant jobs. These plant titles will be translated to standardized occupational classifications, as listed in the *Dictionary of Occupational Titles*, by employment service occupational analysts or other qualified state employment service staff.

4. The primary focus of the experimental program is to help reduce unemployment by using job vacancy information as a basis for a more effective matching of men and jobs. In most areas, employers will be offered assistance by the Employment Service in filling their job vacancies if suitable applicants are available, and if the employer wishes to give a specific job order to the Employment Service.

5. The job vacancy data are also being used to supplement existing information on training opportunities and for counseling and guidance.

6. The information on job vacancies collected from employers will be compared with existing Employment Service operating data on the skills of the unemployed, and the nature of available job openings. These comparisons should provide additional clues regarding the degree of skill maladjustments in the area.

7. Information on job vacancies is being collected on the basis of a probability sample, and the data will be inflated, by occupation,

to represent area-wide totals. The sampling frame is designed to insure that employers representing more than 50 per cent of total employment—including all large establishments—are covered by the survey, and that it provides for representation in all major local industry groups.

8. Information is being collected in most areas on duration of the job vacancies, and these data also will be inflated to area-wide totals, by occupation. Separate information is being compiled for vacancies existing one week or more (for comparability with national unemployment estimates), and for those existing one month or more (as an indicator of hard-to-fill vacancies).

9. As part of the experimental aspect of the program, information is being collected in some areas on wage rates offered for job vacancies, and in others on vacancies for part-time and temporary employment. In three of the sixteen areas, information is being collected through the state central offices of the Employment Service, rather than through the local offices. In these areas, the Employment Service will not attempt to develop job orders on the basis of the vacancy reports, unless the employer initiates such a request.

10. Because of the experimental nature of the program, the timing of the initial surveys conducted by the states was staggered from October through January. Four area surveys were conducted in October, seven in November, four in December, and one in January. The second survey for all sixteen areas is scheduled for April 1965.

In terms of basic objectives, the experimental program was designed to provide answers to some of the following questions: (1) Is it feasible to collect information on job vacancies from employers, by occupation, on a regular basis? (2) Can such information be translated into a standardized occupational system which would be comparable between employers and areas, and comparable with other information on local labor demand and supply? (3) What, if any, structural imbalances in labor demand and supply does the job vacancy information reveal? (4) Can employers provide valid information on the duration of vacancies, as well as on wage rates, part- and full-time vacancies, and openings for temporary workers? Will the request for such information limit the response with respect to total vacancies? (5) Will contacts with employers by the public em-

ployment service to try to develop job orders for vacant jobs, if qualified applicants are available, serve to limit employer response? And finally, (6) Can the job vacancy information be used to improve the placement manpower operations of the public employment service, by matching jobs and workers, in planning training programs, and in counseling and guidance activities?

Preliminary answers to some of these questions are now beginning to become available from initial reports of the state employment services covering the surveys conducted in October and November. The information now on hand from these initial reports is examined in the next three sections of this paper.

Nature of Employer Response

At the time this paper was being written (towards the end of January 1965), summary reports from the state employment services were available only for the first four areas surveyed under the experimental program—Birmingham, Milwaukee, Providence, and Portland (Ore.)—and partial data for six of the seven areas surveyed in November (Baltimore, Charleston, S.C., Miami, Minneapolis-St. Paul, New York, and Richmond). Most of this information had been received by the USES within the preceding month, and much of it just a few days prior to the preparation of this paper; a complete and exhaustive analysis of these data obviously could not be made within that time period. Thus, many of the conclusions in the following pages must be regarded as tentative in nature, and subject to revision.

One conclusion that appears likely to be sustained, however—on the basis of the information already available—relates to the feasibility of collecting job vacancy information by specific occupation from employers. The experience in the first ten reporting areas appears to demonstrate that the collection of such information from employers is indeed feasible, at least on a one-time basis. Employer response exceeded 60 per cent in each of the ten areas (see Table 7) reaching 80 per cent in six areas and 90 per cent or more in three (Portland, Milwaukee, and Richmond). This high level of employer response was also achieved in the other pilot areas. Of the five additional areas reporting by early March, three indicated employer response

rates of 85 per cent or more; response in the other two centers was between 50 and 60 per cent.

An examination of the schedules returned, and a response analysis survey of a subsample of the establishments contacted (conducted by the BLS in several of the pilot areas), indicated that the employers generally understood the instructions, definitions, and forms, that they were willing to report the data requested, and that they reported their vacancies in an accurate manner. Whether or not this high rate of response could be sustained if the surveys were conducted on a periodic basis is, of course, not yet certain. The second round of surveys, to be conducted in April, should provide a further indication of this.

The information summarized in Table 7 suggests that employer response did not appear to be significantly affected in the first ten areas by the possibility of an offer of Employment Service assistance in locating workers to fill their job vacancies. As a matter of fact, the four areas reporting the highest response rates—Richmond, Milwaukee, Portland, and Birmingham—are areas where such job order development efforts were part of the experimental program. Response in Miami and Charleston, S.C., where employers were advised that no Employment Service contacts to obtain job order listings would be made on the basis of the job vacancy schedules, ranked exactly in the middle (fifth and sixth) in terms of employer response among the first ten areas. Employer response in Minneapolis-St. Paul, Baltimore, New York, and Providence ranged between 63 and 78 per cent. In some areas where job order development follow-up was scheduled, the cooperation of the local Chamber of Commerce was secured in conducting the survey.

The number of firms reporting job vacancies of any kind during the survey month ranged from about 12 per cent in Charleston, S.C., to 35 per cent in Milwaukee. Most of the remaining areas indicated that about one-fifth to slightly more than one-fourth of all firms surveyed listed job vacancies. The number of firms reporting vacancies in an area did not appear to have any direct relationship to the over-all response rate. Richmond, the area with the highest over-all response rate (98.5 per cent), was third from the bottom in number of firms reporting vacancies (21.6 per cent), while Milwaukee, with

TABLE 7
*Summary of Sample and Response Data for First Ten Reporting Areas,
 Experimental Job Vacancy Information Program*

	Birmingham	Milwaukee	Portland, Ore.	Providence	Baltimore	Charleston, S. C.	Miami	Minneapolis- St. Paul	New York	Richmond
Employment in universe, March 1964	181,359	393,953	249,897	222,687	543,888	51,519	309,598	547,510	3,231,900	162,971
No. of establishments in universe, March 1964	4,490	8,753	8,140	7,579	12,807	1,511	9,790	13,109	114,842	3,991
No. of establishments in sample, March 1964	600	813	994	759	769	540	1,081	827	5,506	795
Per cent of universe total	13.4	9.3	12.2	10.0	6.0	35.7	11.0	6.3	4.8	19.9
Employment in sample, March 1964	99,516	249,408	149,587	120,201	292,732	34,385	183,372	285,440	1,630,207	111,881
Per cent of universe total	54.9	63.3	59.9	54.0	53.8	66.7	59.0	52.1	50.4	68.7
No. of establishments responding per cent of sample total	531	774	941	475	600	454	941	645	3,835	783
Benchmark employment (March 1964) in responding establishments	88.5	95.2	94.7	62.6	78.0	84.1	87.0	78.0	69.7	98.5
Per cent of universe total	44.9	60.1	57.1	36.3	50.2	30.014	155.499	177.538	1,064,039	111,670
Per cent in sample	81.9	99.1	95.4	67.2	93.2	87.3	85.0	62.2	32.9	68.5
Current employment in responding establishments	81,585	249,003	148,690	80,148	282,686	30,739	142,753	188,521	1,049,511	113,008
No. of establishments reporting vacancies	144	271	179	126	179	55	206	173	846	169
Per cent of responding establishments	27.1	35.0	19.0	26.5	29.8	12.1	22.0	26.8	22.1	21.6
No. of different 3-digit DOT occupational groups represented	107	190	146	123	149	79	140	140	214	158
Per cent existing 1 workweek or longer	67.4	81.5	69.8	78.4	78.2	80.4	68.0	79.1	n.a.	91.2
Per cent existing 1 month or longer	37.2	45.4	43.5	55.3	57.0	70.2	43.0	55.1	33.9	64.6

the second highest response rate (95.2 per cent), had the highest percentage of firms with vacancies (35 per cent).

A large proportion of the vacancies reported were of relatively long duration. In nine of the ten areas (data not available for New York City), more than two-thirds of the vacancies had been in existence at least one week, and at least one-third in all ten areas (on an uninflated basis) had been open for a month or more. Five of the ten areas (Baltimore, Charleston, Minneapolis-St. Paul, Providence, and Richmond) reported that more than half of the job vacancies listed by employers (Table 7, uninflated data) were in the relatively hard-to-fill category (in existence for one month or longer). Among occupations most frequently mentioned as hard-to-fill were engineers, registered nurses, draftsmen, laboratory technicians, physical therapists, stenographers and typists, machinists, tool and die makers and various types of mechanics and repairmen.

Surveyed employers in all ten areas reported job vacancies in a broad range of occupational classifications, including some in lower skill categories. The number of separate three-digit occupational classifications for which vacancies were listed range from 79 in Charleston, S.C. (the only area with fewer than 100) to 214 in New York City.

Types of Vacancies Reported

As of the final week in January, comprehensive information on the occupational distribution of job openings, on an inflated area-wide basis, was available only for the four areas which were surveyed in October—Birmingham, Milwaukee, Portland, and Providence. The discussion of the occupational characteristics of the job vacancies in this section of the paper will be limited to these four areas. In some instances, information for one of the areas (Providence) is incomplete.

As Table 8 indicates, nearly 25 per cent of the job vacancies were in skilled worker classifications. Clerical and sales vacancies and semiskilled openings accounted for slightly more than 20 per cent each, followed by unskilled with about 12 per cent, and professional and managerial with about 11 per cent.

While professional and managerial job vacancies in the four areas

accounted for only about 11 per cent of all vacancies, most of these were relatively hard-to-fill. Just about two-thirds (66.3 per cent) had been in existence for one month or more. The proportion of hard-to-fill vacancies in the skilled and semiskilled categories (69.9 and 74.8 per cent, respectively) was even higher, but the figure on semiskilled vacancies was distorted to some extent by seasonal develop-

TABLE 8
Per Cent Distribution of Job Vacancies, by Major Occupational Group, Area-Wide Totals, First Four Survey Areas^a in Comparison with Those Available One Month or More

Major Occupational Group	Total Vacancies (1)	Vacancies Existing One Month or More	
		% Distribution (2)	% One Month Total Vacancies (3)
Total	100.0	100.0	59.3
Professional and managerial	11.1	12.4	66.3
Clerical and sales	22.2	14.2	38.0
Service ^b	8.6	6.2	43.2
Skilled	24.7	29.1	69.9
Semiskilled	21.0	26.4	74.8
Unskilled	12.4	11.7	55.1

^a Job vacancies reported by employers inflated to represent area-wide data, for four areas surveyed in October—Birmingham, Milwaukee, Portland (Oreg.), and Providence.

^b Excludes vacancies for domestics, but includes a small number of vacancies in agriculture, forestry, and fisheries.

ments in the Providence area, where hiring activity in the locally important costume jewelry industry was at a peak for Christmas production. More than two-thirds of the semiskilled jobs vacant a month or more were concentrated in Providence. More than half of all unskilled vacancies in all four areas had been open a full month, but Providence again accounted for a disproportionate share of this total.

The pilot areas in the experimental program were also requested to summarize the information on job vacancies, on an inflated area-wide basis, in relation to their unfilled job openings as of the end of

the month, and also in relation to the job applicants registered for employment at the same time at the local employment offices. Such data were available for three areas, Birmingham, Milwaukee, and Portland, and are summarized in Table 9.

Data in Table 9 suggest that there was a relatively close correspondence in the occupational distribution of vacancies and employ-

TABLE 9
Total Job Vacancies in Relation to Employment Service Unfilled Job Openings and Applicants by Major Occupational Group, Three Pilot Areas,^a October 1964

Major Occupational Groups	Job Vacancies ^b (per cent) (1)	Employment Service Unfilled Job Openings		Job Applicants	
		Per Cent (2)	Per Cent of Col. 1 (3)	Per Cent (4)	Per Cent of Col. 1 (5)
Total	100.0	100.0	29.3	100.0	2.0
Professional and managerial	13.8	17.9	41.1	8.9	1.3
Clerical and sales	26.1	35.9	33.3	31.3	2.4
Service	10.5	12.8	38.4	13.3	2.5
Skilled	25.8	13.2	16.1	12.1	0.9
Semiskilled	12.3	12.0	30.6	19.8	3.2
Unskilled	11.5	7.3	20.2	14.4	2.5

^a Birmingham, Milwaukee, Portland (Oreg).

^b Job vacancies reported by employers, inflated to represent area-wide totals.

^c Excludes vacancies for domestics, but includes a small number of vacancies in agriculture, forestry, and fisheries.

ment service unfilled job openings in a number of major occupational categories. However, professional, technical, and managerial jobs represented a larger proportion of employment service job openings than of total job vacancies in the area; the same was true in the other major white collar category—clerical and sales vacancies. Many of the jobs in these occupational classifications are relatively hard-to-fill, and a disproportionate share of the total may be listed with the public employment office. On the other hand, the proportion of available job opportunities (as reflected by the inflated figures on total job vacancies) listed with the Employment Service in the skilled and unskilled categories was below the average for all occupations.

Unfilled job openings listed with the Employment Service represented around 29 per cent of the total number of job vacancies in these three areas, as indicated by the inflated area-wide totals. The proportion in professional and managerial was over 41 per cent, however, and it exceeded 30 per cent in clerical and sales, service, and semiskilled. Employment Service unfilled job openings represented about 20 per cent of the total number (inflated) of unskilled job vacancies in these areas, and about 16 per cent of the skilled.

Turning from the demand to the supply aspects of these data, unemployment in Birmingham, Milwaukee, and Portland (Ore.) was relatively moderate at the time the survey was taken. Approximately 90 per cent of those unemployed were registered for employment at the local employment offices in these areas at the end of October. The number of local office job applicants classified as skilled was slightly below the vacancy total (inflated to represent area totals), however, and professional and managerial applicants exceeded the number of vacancies in that category by a relatively small margin. On the other hand, the number of applicants was more than $2\frac{1}{2}$ times the number of vacancies in the clerical and sales, service, semiskilled, and unskilled categories.

Indications of Structural Imbalances

Because they represent area and occupational averages, the summary data presented in the preceding section on vacancies by broad skill categories obscure some of the structural imbalances which appear to exist in individual areas with respect to labor demand and supply for specific occupations. In the Birmingham area, for example, there were vacancies for 32 skilled cabinetmakers, and only 3 applicants in the Employment Service active file, while neither Milwaukee nor Portland had any vacancies in this occupation and a total of 14 job applicants. Conversely, there were 279 vacancies for stenographers and typists in the Milwaukee area, and 83 applicants in this occupational classification, while Birmingham reported only 47 vacancies, but 493 applicants, and Portland a total of 63 vacancies and 392 applicants.

As another example, the inflated job vacancy data showed that job vacancies for skilled welders in Milwaukee in October were

about $1\frac{1}{2}$ times the number of job applicants with this type of occupational background (187 to 112). At the same time, Portland had only 12 vacancies in this occupation and 100 applicants, and Birmingham 89 vacancies and 53 applicants. Yet, if the number of vacancies and applicants for welders were shown on an aggregate basis for all three areas, the data would indicate that demand and supply for this occupation were nearly in balance (288 vacancies compared with 265 applicants).

The necessity for looking behind area-wide totals, or broad occupational categories, in analyzing and utilizing these data is further underlined by an examination of the occupational detail in each of these areas. In Milwaukee, for example, professional and managerial vacancies as a group were close to double the total of job applications in this category. Yet, there were some professional occupations—particularly in the managerial category (hotel, retail, and restaurant managers)—where the number of applicants far exceeded the vacancy total. This was also true of skilled occupations. While vacancies in skilled worker classifications were substantially higher than job applicants on an over-all basis, there were surpluses in some skilled jobs (cranemen and derrickmen, pattern and model makers, motor mechanics and repairmen, and manufacturing foremen).

On the other hand, there were shortages in certain semiskilled textile fabrications, printing, papermaking, and plastics fabrications occupations, despite a considerable excess of semiskilled applicants over vacancies in that category. Even in the unskilled categories, shortages for workers (based on the relationship of vacancy to applicant data) appeared to be prevalent in some leather and scientific apparatus manufacturing occupations.

Similar structural imbalances exist, of course, in the Birmingham and Portland areas. Table 10 shows inflated job vacancies, in comparison with Employment Service job applicants and job openings for selected groups of three-digit *DOT* occupational categories. Vacancies in some 100 to 200 separate occupational three-digit categories were reported by employers in each of the three areas. Occupations listed in the table generally were the most frequently mentioned in each occupational category.

TABLE 10
Comparison of Job Vacancies, Applicants, and Openings by Three-Digit Occupation,^a Three Pilot Areas, October 1964

Selected Occupational Codes and Titles (Three-Digit)	Birmingham			Milwaukee			Portland		
	Job Vacancies	Applicants ^b	Openings ^c	Job Vacancies	Applicants ^b	Openings ^c	Job Vacancies	Applicants ^b	Openings ^c
Professional, managerial									
0-01 Accountants	21	38	3	57	30	23	32	63	14
0-19 Engineers, mechanical	13	10	4	58	35	96	12	16	2
0-27 Social and welfare workers	1	4	2	65	5	22	21	11	3
0-33 Trained nurses	138	22	14	283	7	40	89	12	4
0-48 Draftsmen	42	15	8	42	33	60	21	63	26
0-97 Managers and officials, nec	9	72	5	19	86	7	10	121	11
Clerical and sales									
1-01 Bookkeepers and cashiers	54	235	22	62	164	27	59	364	27
1-05 Clerks, general office	59	224	9	173	198	24	77	385	24
1-25 Office machine operators	9	107	6	62	71	22	35	110	5
1-37 Stenographers and typists	47	493	29	279	83	95	63	392	35
1-57 Salesmen, insurance	30	136	17	176	16	78	87	28	49
1-75 Salespersons	106	275	55	616	113	44	113	180	43
Service occupations^d									
2-21 Bartenders	0	5	0	0	35	1	0	102	1
2-27 Waiters and waitresses	150	120	53	177	110	56	226	424	40
2-29 Kitchen workers	94	104	3	35	182	35	63	230	22
2-32 Barbers, beauticians	104	15	1	29	18	2	1	34	14
2-42 Attendants, hospitals	21	33	0	184	78	13	23	104	9

(continued)

TABLE 10 (continued)

Selected Occupational Codes and Titles (Three-Digit)	Birmingham			Milwaukee			Portland		
	Job Vacancies	Applicants ^b	Openings ^c	Job Vacancies	Applicants ^b	Openings ^c	Job Vacancies	Applicants ^b	Openings ^c
Skilled occupations									
4-32 Cabinet makers	32	3	1	0	5	0	0	9	3
4-75 Machinists	26	10	4	820	51	33	71	57	5
4-76 Toolmakers	21	3	4	59	39	3	0	4	0
4-81 Molders	0	9	1	50	25	17	0	8	0
4-85 Welders	89	53	22	187	112	53	12	100	2
4-97 Electricians	4	40	3	194	17	36	7	25	1
5-25 Carpenters	3	35	2	415	71	3	32	97	2
5-27 Painters, con. & maint.	3	29	0	172	42	14	31	46	3
5-73 Cranemen, derrickmen, hoistmen, and shovelmen	2	28	4	2	48	5	1	26	0
5-83 Mechanics and repairmen, nec	357	87	28	142	119	29	64	175	30
Semiskilled occupations									
6-27 Fabrication of textile products, nec	1	93	4	350	155	75	97	96	16
6-42 Mfg. of paper goods	3	15	0	23	11	0	0	27	0
6-61 Mfg. of boots & shoes	0	0	0	48	15	0	0	1	0
6-78 Machine shop & rel. occ.	35	24	1	77	180	31	2	37	1
6-88 Mechanical treatment of metals	0	39	0	71	81	13	2	29	0
7-36 Chauffeurs and drivers	55	496	10	172	215	38	16	311	26
7-37 Laundering, cleaning	62	74	0	34	61	10	6	56	4
7-60 Attendants, filling station, etc.	46	82	20	26	31	30	13	133	11

(continued)

TABLE 10 (concluded)

Selected Occupational Codes and Titles (Three-Digit)	Birmingham			Milwaukee			Portland		
	Job			Job			Job		
	Vacancies	Applicants ^b	Openings ^c	Vacancies	Applicants ^b	Openings ^c	Vacancies	Applicants ^b	Openings ^c
Unskilled occupations									
8-02 Prod. of bakery products, nec	0	8	0	9	323	14	0	49	1
8-14 Mfg. of knit products	0	1	0	0	82	3	0	2	0
8-49 Printing & publishing, nec.	0	15	0	38	23	3	0	6	1
8-59 Mfg. of leather	0	0	0	75	61	4	0	1	1
8-72 Mfg. of clocks, etc., nec	0	0	0	311	434	62	0	0	1
9-09 Mfg. of professional & scientific apparatus, nec	0	0	0	436	44	9	0	1	0
9-56 Amusement, recreation, etc.	0	1	0	48	235	59	0	0	0
Entry occupations									
0-X7 Technical work	0	163	0	39	94	149	6	102	0
1-X2 Recording work	0	397	0	21	112	22	0	581	0
4-X2 Machine trades	0	77	0	54	70	30	0	143	0
4-X6 Crafts	0	108	0	11	128	27	0	214	0

^a Three digit occupational groupings as classified by the *Diction-ary of Occupational Titles*.

^b Job applicants registered at local Employment Service offices.

^c Employment Service job openings unfilled as of the end of October.

^d Service category excludes domestic service.

All four areas surveyed in October apparently were able to obtain useable information on duration of job vacancies by specific occupational category; summaries of this information in relation to total vacancies reported for these groups are now being analyzed in detail. Information on the degree of success in collecting other experimental data related to the job vacancy program—i.e., wage rates for existing vacancies, and the extent and nature of openings for part-time and temporary workers—is still being assembled in the field as of this writing.

FUTURE RESEARCH PLANS

Need for Other Occupational Data

The results thus far of the experimental job vacancy program in the ten pilot areas suggest that the developmental aspects of this important new tool for the measurement of local labor demand, and the utilization of such data for manpower operations, may be nearing completion. Any expansion in this program should, of course, take full cognizance of the experience accumulated in the operations of the experimental program in terms of schedule design, methods and types of information collected, and procedures for the effective utilization of these data in improving the operations of the job market.

Even when in full operation, however, the job vacancy program will provide only a single dimension of a sound program for the compilation, analysis, and utilization of information on occupational developments and outlook. The job vacancy program is designed to yield a detailed snapshot, as of a single point in time, of occupational skill requirements in a local community. While a series of such snapshots, accumulated over time, will make available essential information on the changing characteristics of occupational needs, the job vacancy data by themselves do not represent a complete fulfillment of the requirements for the kinds of occupational job market information necessary for a proper appraisal of manpower requirements and resources in local labor areas.

To illustrate this statement, it might be useful to compare occu-

pational information programs with those on employment by area, or by industry. The existing current employment statistics programs, for example, provide detailed information on a current basis on the size of employment in each industry and area, as well as on changes since the preceding period. In this context, the job vacancy survey can be considered as providing information only on changes in—but not level or magnitude of—employment by occupation. Information on employment levels by occupation, and on long-term occupational requirements is also needed to put the job vacancy data in proper perspective and to insure its effective utilization in manpower operations.

Without such data, it is difficult to evaluate fully the significance of occupational shortages revealed by the job vacancy data, both in terms of size or long-term implications. How important is a current shortage of fifty machinists in a particular area? Does this number represent 10 per cent or one-tenth of 1 per cent of employment in the locality? Are needs in this occupation, in this particular area, likely to grow or diminish over the next few years? Answers to these questions are needed for planning local manpower training and utilization programs; because of the nature of the data involved, answers to these questions cannot be provided solely by job vacancy information.

Three additional elements seem to be needed for a comprehensive program for local areas. These include:

1. A relatively current benchmark or inventory of employment by occupation in a community—to be updated periodically, perhaps once every two years. While some information on employment by occupation is available from Decennial Census information, these data soon become obsolete; the occupational detail provided is also not really precise enough for use in local manpower operations.

2. A detailed analysis of relatively long-range (two or five years) occupational requirements in relation to probable resources. The job vacancy information—which provides data on current occupational needs—can be used as a basis for updating this forecast to meet changing developments.

3. A broader program for the translation of these materials into appropriate counseling and guidance tools, and for the utilization of

the information in planning community development and training programs, to improve the functioning of the job market, and to facilitate interarea recruitment and mobility of workers.

The USES is now developing plans for the implementation of such a broader occupational information program. Some of the basic tools and approaches needed for this program are already in existence—developed through a number of years of operating experience in conducting comprehensive local area skill surveys; preparing local occupational profiles, occupational guides and related Employment Service programs; and in implementing the provisions of recent manpower training legislation.

Consideration is also being given to the possibility of conducting semiannual surveys, similar to those discussed in the earlier sections of this paper, on unfilled job openings in local employment offices. If the local office openings are indeed representative of the total number of vacant jobs in a community, this series can become an important adjunct to the vacancy data, and may be useful in manpower planning in many areas where vacancy data are not available.

In areas where job vacancy surveys have been conducted, however, the results will be invaluable in identifying more precisely local imbalances between supply and demand for labor, not only in terms of over-all aggregates, but also for specific occupations. As additional information becomes available under the program, and as more areas are added, the USES plans to develop a system for the exchange of information between areas on the nature of occupational shortages and surpluses reflected by the job vacancy data. This system will be designed to facilitate mobility of workers. It will be used by the local employment offices in interarea recruitment operations, and to advise job applicants of employment prospects in other occupational fields or other geographic areas. It is also planned to develop procedures to insure that local manpower training programs and counseling and guidance tools reflect the findings of the job vacancy surveys. These procedures will also be designed to assist employers in interpreting and utilizing the job vacancy information in planning internal staff promotion and training programs in the light of specific occupational shortages. Finally, the Employment Service is developing plans to utilize the job vacancy information to

improve existing programs for the placement of unemployed workers and for assisting employers in recruiting qualified workers to fill vacant job stations.

With job vacancy and related Employment Service operating data available for analysis on a regular basis, the local community, and the nation as a whole, will be in a better position to measure and evaluate the many diverse but interrelated factors—economic expansions, technological changes, shifting market demands, obsolescence of skills, changing social patterns, population growth and movement, mobility of workers—which affect manpower resources and requirements. This, in turn, will provide the basic intelligence needed for the formulation and implementation of active and effective manpower programs and policies.

GLOSSARY OF TECHNICAL TERMS

EMPLOYMENT SERVICE OPERATING DATA

Job Order. A single request from an employer to the public employment service local office for referral of one or more applicants to fill one or more job openings in a single occupational classification; also, the records of such requests.

Canceled Order. An order on which action by a local office has formally ceased for any reason other than placement.

Closed Order. An order on which local office action has ceased because all openings have been filled or canceled.

Job Opening. A single job for which the local office has on file a request from an employer to select and refer an applicant or applicants.

Active or Unfilled Opening. A job opening which has not yet been filled.

Canceled Opening. A job opening on which action by the local office has formally ceased for any reason other than placement.

Clearance Job Opening. An opening which cannot be filled locally and which has been extended to other local offices in the employment service system for inter-area recruitment by means of a clearance order, and which has been listed on a State Inventory of Job Openings.

Placement. An acceptance by an employer of a person for a job as a direct result of employment office activities, provided the employment office has completed all of the following four steps: (a) Receipt of an order, prior to referral; (b) Selection of the person to be referred without designation by the employer of any particular individual or group of individuals; (c) Referral; (d) Verification from a reliable source, preferably the em-

ployer, that a person referred has been hired by the employer and has entered on the job.

JOB VACANCY DATA

Job Vacancies are current, unfilled job openings in an establishment which are immediately available for occupancy by workers from outside the firm and for which the firm is actively seeking such workers. Included are part-time, full-time, permanent, temporary, seasonal and short-term job openings.

"*Actively Seeking*" is defined as current efforts to fill the job with a worker from outside the firm through: (1) soliciting assistance of public or private employment agencies, school or college placement offices, labor unions, employee groups, business or professional organizations, business associates, and friends and employees, in locating suitable candidates; (2) using "help wanted" advertising (newspaper, magazine, radio, television, direct mail, posted notice, etc.); (3) conducting recruitment programs or campaigns; (4) interviewing and selecting "gate," "walk-in," or "mail" applicants or workers searched out of applicant files; and (5) opening or reopening the acceptance of applications from prospective candidates.

Exclusions From Job Vacancies: (1) jobs held for employees who will be recalled; (2) jobs to be filled by transfer, promotion, or demotion; (3) jobs held for workers on paid or unpaid leave; (4) jobs filled by overtime work which are not intended to be filled by new workers; (5) job openings for which new workers were already hired and scheduled to start work at a later date; and (6) jobs unoccupied because of labor-management disputes.

