

vided through these experimental and demonstration contracts may include "out-reach" to find those disadvantaged who are isolated geographically, culturally or psychologically; vocational assessment; counseling; pre-vocational, literacy, and occupational training; job development; placement and followup. Supporting services are designed to stimulate motivation as well as to facilitate learning. Special manpower programs are usually built on broad community involvement. Substantial services and facilities are often contributed by private foundations, unions, medical associations, universities, service clubs, private industry and similar groups.

3. History

Since it began in 1962, the MDTA has evolved from a pioneering experimental effort to retrain workers for jobs to a full-scale program with a number of accomplishments in achieving the objective, originally set by the Congress, of retraining 400,000 persons during the first three years. These activities are documented in issues of the *Manpower Report of the President* and the statutory *Report* by the Secretary of Labor, submitted to Congress annually.

As the program developed, the need for administrative and legislative changes became apparent. Thus, the Act originally focused on retraining experienced mature workers whose skills had been made obsolete by technological change. The high unemployment rate among youth made some reorientation in their favor desirable. Also, because the program did not become operative until the fall of 1962, there was insufficient time for State legislatures to evaluate programs and initiate action for State matching of Federal funds. These deficiencies were remedied in the 1963 Amendments by lowering the eligibility age for allowances and the required work experience, increasing the proportion of funds allowable for youth training allowances, and delaying State matching requirements. Training allowances had proved too low. Persons with family responsibilities were tempted to drop out of the longer training programs to take temporary employment so the 1963 Amendments authorized a modest liberalization of allowances.

The Amendments also reflected an awareness of the correlation between lack of education and unemployment. Many potential trainees could not be referred to occupational training because they lacked basic skills of reading, writing, and arithmetic necessary to learn the elements of a job. Consequently, up to 20 weeks of additional allowances were made available, bringing the original 52 week maximum up to a total of 72 weeks, so that such trainees could receive basic education in conjunction with occupational training.

In 1965, the Act was again amended to make it a more efficient instrument for carrying out its objectives. Since experience proved that training allowances are critical to the success of MDTA programs, the training allowance provisions were changed. These include lengthening the period of eligibility, making more disadvantaged and needy people eligible, and increasing the amount for trainees with larger families. The amended Act also extended the training provisions for another three years and radically altered the financing provisions with respect to the State-matching provision. Starting in fiscal year 1967,