

The Commonwealth of Massachusetts

EXECUTIVE DEPARTMENT,  
STATE HOUSE, BOSTON 02133, April 21, 1972.

*To the Honorable Senate and House of Representatives:*

Effective job training can be a potent means to find jobs for the unemployed in existing industries, and in attracting new industries to Massachusetts.

We must admit that some of our citizens are unemployable — through no fault of their own. They may have failed to develop basic skills because of the inadequacy of their environment, or the skills they do have may now be obsolete. Adequate job training can effectively remove these blocks to employment.

Job training can also be an important tool for economic development. First, the assistance that Massachusetts is willing to lend to a new company in training a new work force to new skills can be a powerful inducement to get a firm to locate here — at the same time that it provides jobs for the previously unemployed. Secondly, in the long run, the greatest resource that Massachusetts has to offer as a place to do business is the talents of its people. Good job training enhances that resource.

The federal government has seen the wisdom of job training, and provides money for that purpose. The federal programs, however, are often too inflexible to provide the kind of training that would work best here. The federal money is allocated by local agencies and by strict activity categories months before its actual use. This makes it difficult to adjust quickly enough to the needs of a firm that is willing to locate or expand here. Also, much of the federal money is under the direct control of local agencies, which makes Statewide coordination more difficult.

The legislation attached as Appendix A authorizes the Secretary of Manpower Affairs to develop a broad-gauged manpower program, subject to funding that the General Court may provide. Specifically, it authorizes a State funded job training program to help us recruit new industry. This program will be free of all the delays and restrictions that accompany federal programs, and will allow us to suit job training to the special needs of Massachusetts.

It does no good to train workers for jobs that don't exist.

Conventional job training, keyed to broad occupational skills and not geared to the needs of specific companies, has not always been successful in placing enrollees in real work. A State program will allow us to go a long way in anticipating manpower needs. We will be able to seek out firms that are willing to locate or expand in Massachusetts and train new workers to meet their specifications. The workers would be ready when the plant is ready to open. Not only is this a powerful attraction to locate in Massachusetts; it is the best way to assure that the trainees find jobs at the completion of their course.

This legislation will also help implement the Urban Job Incentive Act. That law provides generous tax incentives for businesses that locate in high cost urban centers and hire and train disadvantaged workers. This bill assigns to the Secretary of Manpower the authority to coordinate the job training component of that program. I feel that incentive programs of this sort are an effective way to get firms to move into the central cities and reestablish their tax bases.

Respectfully submitted,

FRANCIS W. SARGENT

*Governor*

## The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Seventy-Two.

### AN ACT AUTHORIZING MANPOWER ASSISTANCE AND TRAINING PROGRAMS.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1 SECTION 1. Chapter 6A of the General Laws as inserted by  
2 chapter 704 of the Acts of 1969 is hereby amended by adding  
3 after section 17 the following sections: —

4 *Section 17A:* Except as otherwise provided by state or federal  
5 law, the secretary of manpower affairs shall be responsible for  
6 the planning, development and administration of manpower  
7 assistant and training programs. For this purpose the secretary  
8 shall develop coordination between state agencies, including but  
9 not limited to the commissioner of veterans services, the urban  
10 job incentive bureau in the division of community affairs, the  
11 division of apprentice training in the department of labor and  
12 industry, the division of employment security, the bureau of  
13 vocational education in the department of education, the  
14 rehabilitation commission, the division of the blind, and the  
15 commission on employment of the handicapped, and any  
16 manpower employment and training or manpower planning  
17 program for which funding is provided by the federal govern-  
18 ment.

19 The secretary shall keep an inventory of all such programs and  
20 the numbers of persons placed in employment during and  
21 immediately after the completion of each respective program and  
22 shall make an evaluation of their applicability to persons from  
23 section of substantial poverty. He shall assist the urban job  
24 incentive bureau in the determination and designation of eligible  
25 sections of substantial poverty and shall approve and certify the  
26 training or assistance programs which are to be utilized or  
27 undertaken by an eligible business facility.

28 He shall submit to the governor and the general court an  
29 annual report and a recommended program for improving state

30 manpower development programs, especially in urban areas  
31 containing sections of substantial poverty. In developing such a  
32 program, he shall consider, but not be limited to, the advisability  
33 and feasibility of adopting or assisting in the adoption of new or  
34 more practical methods of vocational training and guidance,  
35 rehabilitation methods, special transportation opportunities,  
36 training allowances, support for special recruitment by existing  
37 agencies and other means of further involving private and public  
38 employers.

39 *Section 17B.* The secretary of the office of manpower affairs  
40 shall plan and develop, and subject to appropriation or to the  
41 availability of federal or other grants shall implement, programs  
42 directed to the following:

43 (1) institutional training, occupational skill training and on  
44 the job training where such training will fit persons for  
45 employment in a new or expanded industry;

46 (2) referral and placement of persons into employment,  
47 including persons who are recipients of public assistance;

48 (3) institutional training, including basic and remedial  
49 education and occupational skill training for disadvantaged and  
50 other unemployed or underemployed persons when he finds that  
51 there is an existing or anticipated labor market for the type of  
52 job for which training is provided;

53 (4) on-the-job training for both entry and upgraded  
54 employees when such training may be reasonably expected to  
55 afford the recipient an opportunity for work at a higher level of  
56 employment;

57 (5) retraining for persons who are unemployed or who will be  
58 unemployed, due to the specialized nature of their previous  
59 employment, because of technological or other changes in the  
60 economy where such retraining will prepare them for  
61 employment compatible with their skills;

62 (6) evaluation, vocational counselling and special training for  
63 the blind and for persons with physical handicaps, or who are  
64 mentally retarded or handicapped by emotional problems when  
65 such evaluation, counselling and training will fit such persons for  
66 employment.

67 (7) Temporary and part-time programs for employment and  
68 training for employment to assist young people in school or  
69 college or of school or college age to develop their skills in a

70 useful work experience with a view to helping such young people  
71 to supplement their educational training and prepare them to  
72 find suitable and satisfactory employment;

73 (8) Evaluation, counselling, training and placement services  
74 which will permit older persons, including retired persons, to find  
75 full-time or part-time employment or meaningful volunteer work;

76 (9) Vocational counselling and training for persons under  
77 institutional care to assist them to obtain employment upon  
78 return to the community.

79 *Section 17C.* For any purpose specified or implied in section  
80 17B, the secretary of manpower may

81 (1) contract for training services with a public or private  
82 agency qualified to make such services;

83 (2) provide incentives, including reimbursements for training,  
84 for a temporary reduction in employee work hours, or for a  
85 temporary delay in full employee productivity, provided that  
86 state manpower funds shall be used for reimbursement only to a  
87 private employer who is participating in a program under section  
88 17B (1) or who has newly located or substantially increased his  
89 production facilities and work force in the commonwealth;

90 (3) provide on-the-job training, job coaching, job develop-  
91 ment, orientation and follow-up services;

92 (4) make any incentive or allowance payment provided by  
93 law;

94 (5) provide for training or other services in a language other  
95 than English where required;

96 (6) provide manpower services for persons in public  
97 employment where such employment is authorized or directed as  
98 a part of a state or federal manpower program.

1 SECTION 2. Section 12 of chapter 23B of the General Laws  
2 is inserted by chapter 848 of the Acts of 1970 is hereby amended  
3 by striking out the second sentence of the first paragraph and  
4 inserting in place thereof the following sentence: —The bureau  
5 shall cooperate with the secretary of manpower affairs to  
6 determine and designate eligible sections of substantial poverty  
7 and organize and develop a training program designed to enlarge  
8 and improve the skills of the work force, including the  
9 unemployed, within urban areas containing section of substantial  
10 poverty which are eligible for assistance under the provisions of

11 sections thirteen, fourteen and fifteen of this chapter and  
 12 sections thirty-eight E and thirty-eight F of chapter sixty-three,  
 13 and by striking out the section and third paragraphs.



