APPENDIX B: AGENCY'S RESPONSE TO THE REPORT

U.S. Department of Labor

SUBJECT:

Employment and Training Administration 200 Constitution Avenue, N.W. Washington, D.C. 20210



SEP 2 6 2018

MEMORANDUM FOR: ELLIOT P. LEWIS

Assistant Inspector General for Audit

FROM: MOLLY E. CONWAY (MOLLY E. Principal Deputy Assistant Secretary

Response to the Office of Inspector General (OIG) Draft Audit

Report No. 06-18-002-03-321, ETA's Lack of Key Controls Over the H-2B Application Process Jeopardized Businesses that Depend

on H-2B Workers

The Employment and Training Administration (ETA) appreciates the opportunity to respond to the OIG's draft audit report on the Office of Foreign Labor Certification's (OFLC) H-2B program to ensure U.S. businesses depending on H-2B workers receive needed temporary foreign labor.

ETA thanks the OIG for its conclusion that it has improved processing in Fiscal Year (FY) 2017 and notes that FY 2018 processing has improved even further despite substantially increased volume. ETA also notes that OFLC has improved its internal controls and that management monitors individual and overall performance daily to ensure any problems are corrected rapidly. These substantial improvements are a testament to the excellent work of the staff and supervisors who quickly adjusted to substantial statutory changes while implementing numerous improvements to the system to allow business access to the H-2B program while also protecting American workers.

OFLC, however, disagrees with the OIG's conclusions regarding continued delays and the alleged economic impact of the delays in the processing of some H-2B applications during FY 2017, which do not take into account the actual circumstances. The OIG's statistics appear to be premised upon the assumption that all employers who applied for temporary labor certifications could have received visas for all the worker positions being sought. Congress imposed semi-annual caps on visas in the H-2B program precisely to limit the program to no more than 33,000 temporary H-2B workers every six months. As a result of OFLC processing during FY 2017 and FY 2018, U.S. employers were able to timely apply to U.S. Citizenship and Immigration Services (USCIS) for more than 33,000 workers every six months. Thus, OFLC fulfilled its responsibility and enabled employers to meet the economic goals of the H-2B program.

The OIG asserts, for instance, that "[t]he delays potentially impacted up to 148,000 positions and could have had adverse effects on business owners who rely on this labor." The OIG also breaks that statistic into 100,000 positions in FY 2016 and 48,000 positions in FY 2017. The actual

impact of the FY 2016 processing backlog was a delay of approximately six weeks in the ability of some employers to obtain approximately 26,438 temporary H-2B workers, not 100,000 workers. Though any delay in an employer's ability to obtain workers prior to its date of need is unacceptable, the Department managed the external interferences to the best of its ability and learned from the delays. For instance, in FY 2017, OFLC took major steps to address the issues identified in FY 2016. In January and February of 2017, OFLC timely certified H-2B applications associated with 39,650 worker positions 30 days or more prior to the employers' date of need for the April 1st semi-annual cap; this exceeds the number of possible positions available for which employers could have received visas. Thus, the OIG's assertion that 48,000 worker positions were impacted in FY 2017 is not accurate. There was no adverse economic impact caused by delays to employers who were eligible to receive the 33,000 available H-2B visas. Once the cap was reached at USCIS, whether or not the remaining applicants received a certification 30 or more days prior to their date of need had no practical consequence, as USCIS had ceased accepting applications.

OFLC's improvements in processing efficiencies continue. In FY 2018, OFLC certified applications associated with 73,948 worker positions 30 days or more prior to the employers' date of need for the April 1st semi-annual cap. OFLC's ability to issue 100 percent of the certifications to meet the semi-annual cap 30 days before the employer's date of need for both FY 2017 and FY 2018 is a major accomplishment and resolves the challenges of FY 2016. The OIG's conclusion about the economic impact on U.S. employers also does not take into consideration the events resulting from the FY 2017 and FY 2018 Consolidated Appropriations Acts. In July 2017 and May 2018, the Department of Homeland Security (DHS) and DOL published temporary rules, each allowing a one-time increase in the H-2B visa cap of up to 15,000 additional visas in FY 2017 and FY 2018. The decision to increase the cap was made after considering the needs of American businesses and other factors, including the impact on U.S. workers and the integrity of the H-2B program. Furthermore, in FY 2017, USCIS did not issue the full allotment of additional visas. In FY 2018, USCIS had to conduct a lottery, because in the first five business days of opening the cap, it received petitions for more H-2B workers than the additional 15,000 visas. In both years, employers were able to apply for additional visas by utilizing temporary labor certifications already issued by OFLC earlier in those respective fiscal years.

The OIG's conclusions also appear to be based on the assumption that the 75-90 day filing period for the temporary labor certification includes processing time for prevailing wage determinations (PWD). Employers obtain a PWD in a separate application process well in advance of filing the H-2B temporary labor certification application. For example, an employer can obtain a PWD in July for an H-2B application filed the following January. Therefore, the time for processing PWDs does not normally take place within 90 days of the employer's date of need. Consequently, the OIG added together the PWD and temporary labor certification processing times to obtain a "total" processing time. The OIG's Report applied that "total" to the 75-90 day processing time, even though that regulatory requirement is only relevant to the temporary labor certification application process.

¹The OIG's number of potentially impacted certified positions assumes that each application was for the same number of positions. The number of potentially impacted positions requires a calculation of the number of positions actually certified on the untimely applications.

Finally, the OIG appears to have conducted its program implementation analysis based on the H-2B 2008 regulations. The 2008 regulations were not in effect at any time covered by the OIG audit. The 2015 Interim Final Rule (IFR) substantially strengthened the H-2B program by implementing an evidence-based certification model, as opposed to the 2008 attestation-based program model. This model increased protections for U.S. and foreign workers and improved the compliance measures regarding recruitment of U.S. workers by adopting a post-filing recruitment model, payment of wages, and other terms and conditions of the program. OFLC vigorously applied the new IFR requirements that were not amended by the FY 2016 Omnibus during the FY 2016, FY 2017, and FY 2018 filing seasons. We are disappointed that both the title and the substance of the OIG draft audit report do not address fundamental worker protection requirements of the current H-2B regulatory framework and the considerable efforts the Department has undertaken in order to make sure those protections are enforced.

OIG Recommendation 1: Develop a comprehensive policy to ensure H-2B applications are processed at the Prevailing Wage and Processing Center to provide enough time for other agencies to meet their requirements. When developing the policy, contact key personnel at the Departments of Homeland Security and State to identify the amount of time needed to fulfill their requirements and create a plan of action to implement the policy.

ETA Response: The National Prevailing Wage Center (NPWC) has implemented the following strategies to ensure timely processing of H-2B PWD requests:

- Assigned an additional FTE to the Federal H-2B Team;
- Trained six additional Federal staff analysts to process private wage surveys;
- Trained three additional staff to process Non-H-2B surveys, which enables the Federal H-2B Team to prioritize H-2B workload during peak filing periods; and
- Conducted stakeholder outreach, completing a total of four webinars on H-2B case processing as of May 2018.
 - Topics included: Review of private wage survey requirements, presentation of effective description of job duties, and review of most common reasons for a Request for Information and how to avoid them. These topics help facilitate receipt of clean and concise PWD requests, which can be reviewed more quickly and efficiently.
 - During these scheduled webinars and other stakeholder meetings, OFLC has consistently encouraged employers to submit their PWD requests at least 60 days before the date the H-2B determination is needed. The NPWC also conducted several stakeholder webinars to improve the quality of PWD requests.

As a result of these processing efficiencies, the NPWC has shown steady improvements in average processing times of H-2B PWD requests.

	NPWC H-2B Average Proc	essing Times
	Average processing time (days) to resolve H-2B employer requests for prevailing wage determination	Percent of H-2B employer requests for prevailing wage determinations resolved within 30 days
FY 2016	36	45.1%
FY 2017	26	94%
Q3 FY 2018	26	94.6%

The Chicago National Processing Center (CNPC) has implemented major improvements in processing efficiency and ensuring final determinations are issued as quickly as possible, which include:

- Assigning additional staff to the H-2B production line during peak filing season;
- Streamlining the State Workforce Agency (SWA) communication process;
- · Creating a Recruitment Report Team;
- Making the review process require fewer steps;
- Improving and updating the review criteria matrix; and
- Communicating overall program production goals to all staff.

These, and other efforts in FY 2017 and FY 2018, resulted in the following:

- In FY 2017, OFLC certified 39,650 worker positions for April 1st start dates within 30 days of the date of need.
- In FY 2018, OFLC certified 73,948 worker positions for April 1st start dates within 30 days of the date of need.

With respect to collaborating with DHS on information sharing, we agree with this recommendation; such collaboration continues to be an ongoing aspect of the OFLC operation. The 2015 IFR was jointly issued with DHS and the filing time requirement in the IFR was developed jointly with DHS. While ETA strives to process cases in a timeframe that allows DHS and the Department of State (DOS) to perform their duties so that employers are able to receive their workers by their start date of need, there are many variables that impact all three agencies in accomplishing this goal. That is why on January 14, 2016, OFLC implemented a protocol to regularly share the OFLC case production report with points-of-contact at USCIS and DOS. Since January 2016, this information sharing protocol has provided both agencies regular updates regarding OFLC cases received and processed. These reports were submitted on a weekly basis throughout the high filing seasons in FY 2016 (January – April), FY 2017, and FY 2018. Examples of these weekly reports and related e-mail correspondence are attached. Therefore, ETA believes these reports address the OIG's concerns, and requests that the OIG consider this recommendation implemented and appropriate for closure.

OIG Recommendation 2: Develop a method for tracking and reporting on the processing of H-2B applications within ETA and include strategies for monitoring and communication of performance results throughout ETA.

ETA Response: OFLC provided the OIG with information and data regarding the tracking and reporting system that the agency utilizes. OFLC has an extensive data architecture for monitoring and reporting on the status of performance results in the H-2B program. OFLC regularly produces and distributes to appropriate officials numerous H-2B processing reports, for both internal and external use, which are augmented by various ad hoc reports that are also compiled regarding the program's operation. A list of standard periodic reports is below. Therefore, OFLC respectfully requests that the OIG close this recommendation.

Report Name	Frequency	Audience	Context
H-2B iCert Processing Times	3x Week/Weekly	General Public	Provides the public information on current progress on First Action and Final Determination decisions in conjunction with the submission dates.
H-2B First Case Actions	Daily	CNPC Management	Provides details on the progress of any case pending a First Action decision.
H-2B Notice of Deficiency Response Report	Daily	CNPC Management	Provides details on any case that has received a response to a Notice of Deficiency with no further action taken.
H-2B Public Disclosure Data	Quarterly	General Public	Provides a data extract to external stakeholders of cases where OFLC has issued a Final Determination decision.
H-2B Recruitment	Daily	CNPC Management	Provides details on cases in Accepted status and primarily identifies when a Recruitment Report has been received without a Final Determination being made.
H-2B Selected Statistics	Quarterly	General Public	Provides external stakeholders with a snapshot of OFLC Final Determination decisions.
H-2B Snapshot Report	Daily/Weekly	OFLC Management	Highlights daily progress made on First Action and Final Determination goals.
Monday Management Slides	Weekly	ETA/OFLC Management	Contains detailed progress on processing goals for H-2B PWD and Processing with comparisons from previous fiscal years.
Ops Plan Data Call	Quarterly	ETA/DOL	Informs ETA/DOL leadership of OFLC's progress toward meeting its operating plan goals.
Ops Plan Status Summary	Quarterly	ETA/DOL	Informs ETA/DOL leadership of OFLC's progress toward meeting its operating plan goals.
Processing Center Totals	Weekly	OFLC Management	Provides an overview of production, comparing current performance to previous year's performance.
Annual Report	Annual	General Public	An external report that summarizes annual activity for all OFLC programs.

OIG Recommendation 3: Develop a staffing plan to address peak seasons for intake of H-2B applications, and include implementing a cross-training program for analysts.

ETA Response: OFLC has made significant improvements to mitigate processing backlogs despite the recent large increase in the number of H-2B applications filed each January.

First, OFLC expanded cross-training of staff across its three national processing centers and continues to temporarily deploy cross-trained staff to support peak season case processing workload and to reduce the impact such deployments cause.

Second, OFLC enhanced its capacity to process surges in application volume by pre-authorizing the use of overtime and expanding its contract staffing services during the high filing season to support application processing.

Third, OFLC substantially enhanced its core information technology (IT) functionality and reliability by establishing a joint ETA-Office of Chief Information Officer "tiger team" of dedicated staff who are immediately available to ensure instant communication and protocols for timely triage of system issues to avoid or minimize system degradation during peak season. In addition, OFLC acquired new IT hardware to increase system storage space and enhance system performance. In October 2017, OFLC migrated its data systems to the Silver Spring data center, further improving the efficiency and security of its IT systems.

Fourth, OFLC continues to deepen and expand stakeholder outreach by providing intensified technical assistance to employers, their agents, and key Congressional partners to enhance stakeholders' ability to submit timely and quality applications.

Fifth, OFLC continues to revise its standard operating procedures across all national processing centers to address legislative changes, such as the elimination of the appropriations rider that prohibited the use of funds to perform H-2B audits and OFLC-ordered assisted recruitment, as part of the Congressional Appropriations Act, 2017.

Sixth, OFLC is fully engaged in a major project to develop and implement a new case processing platform for its H-2 programs, designed to increase efficiency and quality.

OFLC previously implemented a reorganization that placed all three production Centers under the Division of Operations. This allowed OFLC to develop and implement an interoperability plan designed to train Federal and contract staff to process cases across OFLC production lines. OFLC continues to expand and revise the interoperability plan annually to improve OFLC's ability to respond quickly to H-2B filing spikes.

- In FY 2017, OFLC redirected seven Atlanta National Processing Center (ANPC)
 Immigration Program Analysts (IPAs) and three CNPC IPAs to review H-2B recruitment reports and recommend final certification decisions;
- In FY 2018, OFLC redirected 14 ANPC IPAs and three CNPC IPAs to review H-2B first action decisions and recruitment reports;

- In FY 2018, OFLC implemented an alternate SWA notification method, which allowed the H-2B first actions team to focus on case review;
- In the Congressional Appropriations Act, 2017, OFLC received a one-time appropriation
 of \$20 million to reduce delays in the H-2 programs;
- OFLC significantly increased the seasonal contractor plus-up to process the H-2B cases during the high filing season of January through April; and
- OFLC is in the midst of an IT modernization intended to allow staff to process cases more efficiently and eliminate manual workarounds.

Therefore, ETA requests that the OIG consider this recommendation for closure. OFLC continues and will continue to focus on making process improvements by adapting our procedures in response to changes in employer filing patterns, updating policies to maintain consistent quality assurance standards, and reflecting performance management plans that focus on quality, timeliness, and efficient production.

ETA does request that the OIG consider the importance of a fee-based funding structure for foreign labor certification and prevailing wage determination applications. Annual OFLC application volumes have increased consistently for a number of years. In FY 2010, OFLC had an appropriated budget authority for Federal Administration of \$53.3 million. In FY 2018, OFLC's appropriation for Federal Administration was \$48.0 million. However, OFLC received 85 percent more applications in FY 2018 than in FY 2010, with a 97 percent increase in the H-2B program alone. This is a workload trend that is expected to continue in future years. Without fee authority or an increase in OFLC's budget authority, the Department will be ill-equipped to manage the additional workload in future fiscal years, which will likely result in reductions in performance efficiency of case processing. A funding structure based on application fees would link available OFLC resources to the demand for labor certifications and diminish the risk of delays if application volumes increase. This proposal would also align the Department with the funding structures used by DHS and DOS to finance their activities related to immigration and temporary labor programs.

Thank you for the opportunity to comment on this report, and for the OIG's dedication to assisting the Department in improving its programs. If you have any questions, please contact William W. Thompson, II, Administrator, Office of Foreign Labor Certification, at 202-513-7370.

Attachments

• Examples of weekly dashboard reports communicated to DHS and DOS

From: To:

Patterson, Nelson - ETA

Joel Nantais; Lauren Boquin; Dolce, Michael R; George Sabga; KCC; Kyle Michaelis; Michael Fortes; Michael Violett; Michelle Westra; Nicole Nicklaw; Stephanie Doumani

Cc: Subject: Pasternak, Brian - ETA; Steis, Tatyana - ETA; Woods, Alexander T - ETA

OFLC Weekely Dashboards: DHS & DOS 4.20.18 Friday, April 20, 2018 11:13:00 AM Date:

Attachments:

TEMP dashboards WK14 DHS-DOS.xlsx

Hello everyone,

If you no longer wish to receive these weekly updates, please notify me.

Please find attached an electronic copy of our weekly visa program workload dashboards for FY 2018, week ending 4/14/2018. The attached excel file contains three separate spreadsheets; each one covering the H-1B, H-2B, and H-2A visa programs. Each visa program spreadsheet contains basic data related to incoming filing volume, total pending workload, and total determinations issued - for the past 4-week period and cumulated for the most recent FY Quarter and Year. Prior week-to-week data for FY 2018 are available on each spreadsheet, by "unhiding" the columns.

Thank you,

-Nelson

Nelson M. Patterson Immigration Program Analyst Office of Foreign Labor Certification Employment and Training Administration U.S. Department of Labor

"We help U.S. employers fill jobs while protecting U.S. and foreign workers"

869,960 12,182	889.080 MM 12.182 MM 18.637 MM	889,080	869.080 244,470 12,182 4,271 12,182 4,271 14,322 14,322 14,322	889,080 244,470 589,253 12,182 4,271 7,210 13,625 111,625 111,625	989,080 244,470 369,253 111 12,182 112,182 113,625 111 13,625 111 13,625	869.080 244.470 586,253 38,337 12,182 12,182 12,182 13,625 1690	889,080	889,080	Worker Pot
		285,083 244,470 4,271 4,322	285,083 244,470 4,271 4,322	263,063 607,088 509,263 509,260 509,26	263,063 607,088 260,263 264,470 500,263 4,271 7,210 4,272 13,625	283,083 697,088 39,728 284,470 586,283 38,337 7.210 701 4,322 113,625 690	43.22 (93.25) (94.47) (95.6.25) (95.	4.371 7.210 89. 2.543 1.063	Worker Positions Withdrawn
		244,470 4,271 4,322	244,470 4,271 4,322	244.470	244,470	244.470	244,470	244,470	
	263,063 244,470 4,271 4,322			607,088 589,283 7,210 13,825	586,263 7,210 13,625	607,088 39,728 39,337 39,337 701 13,625 690	98,702 586,253 38,337 83,112 7,210 701 13,625 690 2,543	607,088 38,778 86,702 64,752 562,799 56,725 62,799 701 1,047 900 13,625 690 2,543 1,053	18,637
	253,063 244,470 4,271 4,322			586,253 7,210 13,625	598,253 7,210 13,625	586,253 39,728 7,210 701 13,625 690	560,088 39,728 86,702 560,253 701 1,047 13,625 690 2,543	39,728 86,702 64,752 588,253 38,337 83,112 62,799 7,210 701 1,047 900 13,625 690 2,543 1,053	
1,473 2,244 1,020 578 39,728 86,702 64,752 24,063 1 98,317 83,112 62,789 23,241 1 701 1,047 900 495 690 2,543 1,053 327	488 736 552 330 1,473 2,244 1,020 578 39,728 86,702 64,752 24,063 38,337 83,112 62,799 23,241 701 1,047 900 495 690 2,543 1,053 327	736 552 330 2,244 1,020 578 86,702 64,752 24,063 83,112 62,789 23,241 1,047 900 495 2,543 1,053 327	57,888 43,288 14,022 736 552 330 2,244 1,020 578 86,702 64,752 24,063 83,112 62,789 23,241 1,047 900 495 2,543 1,053 327	43,288 14,622 552 330 1,020 578 64,752 24,063 62,789 23,241 900 495 1,053 327	14,622 330 578 24,063 23,241 495			a color to the tart of the	363

	Goals Actuals	100	Quarter 2	Cumulative Performance Results Quarter 1 Quarter 2 Quarter 3 Quarter 1 Quarter 3 Apr 1 June 3	Week	Rolling 4-Week Performance Trend 25 Week 26 Week 27 Week 27 Week 27 Week 27 Week 28 Week 27 W	erformance Week 27
Workload or Output Measure(s) Oct 1 - Se	Goals Actuals	Oct 1 - Dec 31	Quarter 2 Jan 1 - March 31	₽	~ I I	Week 26 03/25-03/31	Week 27 04/01-04/07
Number of active H-2A applications remaining	910	1,348	1,147	910	1,212	1,147	1,012
dilling	7,884	2,756	4,727	401	231	234	188
	7,313	1,731	4,940	642	285	303	326
for Processing	7,098	1,626	4,853	619	272	295	315
	80	39	35	6	5	4	2
for Processing	135	66	52	17	8	4	9
for Processing	132,309	33,609	81,522	17,178	6,391	5,711	8,360
for Processing	128,545	31,866	80,338	16,341	6,288	5,603	7,988
for Processing		1,090	658	499	53	94	303
for Processing	2,247	653	526	338	50	14	69

Worker Positions Withdrawn	Worker Positions Denied	Worker Positions Certified	Worker Positions Requested	Rejected	Withdrawn	Denials	Certifications	Applications Processed	Applications Submitted for Processing	Number of active H-2B applications remaining		Workload or Output Measure(s)		Operating Plan Component
											Goals	Oct	TI	
12,981	14,732	122,975	150,688	75	745	595	6,256	7,671	7,891	535	Goals Actuals	Oct 1 - Sept 30	FY2018	C
											Goals Actuals	Oct 1 - Dec 31	Quarter 1	Cumulative Performance Results
5,384	6,899	33,504	45,787	36	279	218	1,216	1,749	1,858	423		_	\dashv	Performa
6,849	5,995	84,482	97,326	35	408	262	4,656	5,361	5,965	1,031	Goals Actuals	Jan 1 - March 31	Quarter 2	nce Resu
											s Goals Actuals	1 Apr 1 - Jun 30	Qua	ts
748	1,838	4,989	7,575	4	58	115	384	561	68	535			Quarter 3	
455	311	1,801	2,567	12	29	15	73	129	28	1,191	000000	03/18-03/24	Week 25	Rollir
633	644	1,874	3,151	2	24	43	117	186	25	1,031	00000	03/25-03/31	Week 26	Rolling 4-Week Performance Trend
336	975	2,966	4,277	1	28	57	217	303	49	773		04/01-04/07	Week 27	erformance
412	955	2,023	3,390	ω	30	63	167	263	20	535	-	04/08-04/14	Week 28	Trend

Work	Work	Work	Worker Po	Withdrawn	Denials	Certifi	Application	Application	Percent of H-	Average num	Number of ac				EY 2018 Operating Plan Performance Das H-1B
Worker Positions Withdrawn	Worker Positions Denied	Worker Positions Certified	Worker Positions Requested	rawn	is	Certifications	Applications Processed	Applications Submitted for Processing	Percent of H-1B applications pending for 5 or more business days	Average number of days to resolve H-1B applications	Number of active H-1B applications remaining	ZERNODNEJHOUCH W. EDWOOZEUT: Apage	Workload or Output Measure(s)	Operating Plan Component	EY A Office of Foreign Labor Certification FY 2018 Operating Plan Performance Dashboard Report - H-1B Temporary Specialty Occupations Labor Condition Program H-1B
		25	26			88	90	91	0.		,,,,,	Goals Ac	Oct 1 - Sept 30	CL	ary Specialt
5,116	4,337	253,860	263,313	11,853	1,618	86,346	99,817	91,962	0.00%	5	6,149	s C	_	imulative I	у Оссира
4,322	4,271	244,484	253,077	10,778	1,560	82,258	94,596	85,431	0.00%	5	4,453	Goals Actuals	Oct 1 - Dec 31	Cumulative Performance Results	itions Labo
												Goals	Jan 1 - Mar 31	Results	r Conditio
794	66	9,376	10,236	1,075	58	4,088	5,221	6,531	0.00%	6	6,149	Actuals	Var 31	er o	on Progr
416	637	25,515	26,568	745	118	6,917	7,780	7,365	0.0%	5	5,815	1010-1010	100000000000000000000000000000000000000	Rollin	
243	269	36,392	36,904	639	110	7,056	7,805	7,280	0.0%	5	5,727	1011-1023	40/47 40/00	ng 4-week P	
388	685	17,537	18,610	573	287	5,712	6,572	5,082	0.0%	6	4,453	10271000	12/24 12/30	Rolling 4-week Performance Frend	
857	66	9,376	10,299	1,143	58	4,088	5,289	6,542	0.0%	6	6,149	-	-	Week 14	

34,947 33,504 6,824 6,412 7,933 5,384	5,384	5,384 1,443 5,384 2,549	6,412 412 559 5,384 2,549 163	33,504 1,443 7,201 6,412 559 412 559 163
33,5t 6,41 5,38		1,443 412 2,549	1,443 7,201 4 412 559 2,549 163	1,443 7,201 5,098 412 559 657 2,549 163 266
		1,443 412 2,549	1,443 7,201 4 412 559 2,549 163	1,443 7,201 5,098 412 559 657 2,549 163 266