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Problems In Operating Certain
Training Programs In Appalachian
Kentucky Under The Manpower
Development And Training Act B-163922

Department of Labor
Department of Health, Education,
and Welfare

**UNITED STATES
GENERAL ACCOUNTING OFFICE**

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OCT. 3, 1972



UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

MANPOWER AND WELFARE
DIVISION

B-163922

Dear Mr. Secretary:

This is our report on problems in operating certain training programs in Appalachian Kentucky under the Manpower Development and Training Act.

This report is being sent to the Secretary of Labor. Copies of this report are being sent to the Director, Office of Management and Budget.

Because of the congressional interest in federally assisted man-
power programs, we are also providing copies to the Chairmen of the
House and Senate Committees on Appropriations; the House and Senate
Committees on Government Operations; the House Committee on Educa-
tion and Labor; the Senate Committee on Labor and Public Welfare; the
Subcommittee on Labor, and Health, Education, and Welfare, and related
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Labor and Public Welfare; the Select Subcommittee on Labor of the
House Committee on Education and Labor; the Select Subcommittee on
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committee on Education of the Senate Committee on Labor and Public
Welfare; the Special Subcommittee on Education of the House Com-
mittee on Education and Labor; and the General Subcommittee on
Education of the House Committee on Education and Labor and to
Representative L. H. Fountain.

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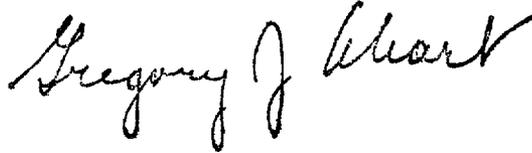
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B-163922

We shall appreciate being advised of actions taken or planned concerning this report.

Sincerely yours,

A handwritten signature in cursive script that reads "Gregory J. Hart". The signature is written in black ink and is positioned above the typed name and title.

Director, Manpower and
Welfare Division

The Honorable
The Secretary of Health, Education, and Welfare



UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

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Director, Manpower and
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The Honorable
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ABBREVIATIONS

GAO General Accounting Office

HEW Department of Health, Education, and Welfare

MDTA Manpower Development and Training Act

STEP Supplemental Training and Employment Program

GENERAL ACCOUNTING OFFICE
REPORT TO THE SECRETARY
OF LABOR AND THE SECRETARY
OF HEALTH, EDUCATION, AND
WELFARE

PROBLEMS IN OPERATING CERTAIN
TRAINING PROGRAMS IN APPALACHIAN
KENTUCKY UNDER THE MANPOWER
DEVELOPMENT AND TRAINING ACT

1 Department of Labor 9
2 Department of Health, Education, 22
and Welfare
B-163922

D I G E S T

WHY THE REVIEW WAS MADE

Classroom-type manpower training under the Manpower Development and Training Act of 1962 is one of the most important of the Federal Government's manpower programs. From 1962, when the act was passed, through fiscal year 1970, the Federal Government had obligated \$1.6 billion for such training which is carried out by public and private nonprofit organizations under contract with the Departments of Labor and of Health, Education, and Welfare.

To determine what type of impact institutional training programs have in depressed rural areas, the General Accounting Office (GAO) has evaluated the results of selected training courses in the Appalachian area of Kentucky where the characteristics of physical isolation and lack of economic development make it difficult for graduates to find jobs in the area at the end of training.

FINDINGS AND CONCLUSIONS

In the 8-year period ended June 30, 1970, 531 institutional training courses in 62 occupations were offered in Appalachian Kentucky at a cost of \$25.3 million. Of the

10,816 persons enrolled in these courses, 7,561 completed training and 5,661 of those completing were employed; of these, 4,779 obtained training-related employment.

Institutional training courses in Appalachian Kentucky have been beneficial to those who participated. Because of limited local employment opportunities, however, many training courses were geared toward employment opportunities outside Appalachia. To become enrolled in these courses, enrollees had to express a willingness to leave the area after training to seek employment, and many did.

GAO recognizes that outmigration may benefit the trained individual who can get a job outside Appalachia and that providing training, even when it leads to outmigration, is better than keeping people untrained and on welfare. GAO believes, however, that manpower training programs which encourage outmigration do little to provide permanent solutions to the severe and persistent problems evident in the Appalachian region.

Thus a paradox of sorts exists. Federal funds are being used for such programs as those of the Appalachian Regional Commission and the Economic Development Administration to improve

the economic conditions of an area. At the same time other program expenditures are used to indirectly drain one of the area's most important economic resources--the younger and more talented citizens.

The Congress has continued to recognize the need for economic development in rural areas, such as Appalachian Kentucky. A number of bills have been introduced in the Ninety-second Congress to revitalize rural areas through developing jobs for residents within rural areas and providing incentives to attract business to these areas. Hopefully more new jobs will be made available in or close to the region through current and potential programs, and skill training can be directed toward these jobs. However, until such time as economic development catches up with the available labor force some out-migration will continue.

The Department of Labor stated that, until conditions improved, it was important to provide the citizens of Appalachia with the opportunity to choose the occupation and location of employment, rather than limit them to the few opportunities in the area. (See pp. 13 to 15.)

Other problems noted by GAO:

- Funds that were to be used to combine training with economic development in depressed areas were being used instead for general training. (See p. 16.)
- The employment opportunities afforded under the Supplemental Training and Employment Program--a program to provide short-term work experience for recent graduates of training programs--offered little in the way of

training-related work for enrollees and were used primarily to provide a source of temporary income. (See p. 20.)

- Monitoring of the institutional training program by the Department of Labor did not (1) include a sufficient number of on-site evaluations or (2) insure that local agencies made accurate and timely reports of required data on training results. (See p. 23.)
- The Department of Labor did not have all the data needed to make informed management decisions because its reporting system (1) did not show, on a course-by-course basis, the number of persons who were placed in training-related jobs and (2) did not require the reporting of progress and employment status data for each course sponsored by the Eastern Kentucky Concentrated Employment Program. (See p. 24.)

GAO is not making recommendations on the first three problems discussed above because

- program instructions have been modified relating to combining training with economic development,
- the Supplemental Training and Employment Program has been terminated, and
- a new monitoring handbook has been issued which, if effectively implemented, should enable the Department of Labor to better evaluate institutional training programs.

RECOMMENDATIONS OR SUGGESTIONS

The Department of Labor should

revise its reporting requirements to provide for (1) data on training-related employment in its Monthly Progress Report and (2) progress

and employment status data for each course sponsored by the Eastern Kentucky Concentrated Employment Program. (See p. 27.)

CHAPTER 1

INTRODUCTION

Title II of the Manpower Development and Training Act (MDTA) of 1962, as amended (42 U.S.C. 2581), directs the Secretary of Labor and the Secretary of Health, Education, and Welfare to develop and institute programs to select and train unemployed persons who cannot reasonably be expected to obtain full-time employment with their present skills and underemployed persons who are working but who, with training, could obtain higher level employment. Title II authorizes both on-the-job and institutional training programs to prepare workers for job opportunities.

The institutional training program--with which this report is concerned--provides vocational classroom training in either public or private educational institutions. Under MDTA, the Department of Labor is responsible for

- determining the occupations for which skilled individuals are needed;
- counseling, selecting, and referring applicants for institutional training;
- paying training allowances;
- assisting trained individuals to find training-related employment; and
- making followup studies to determine whether the training programs meet the occupational needs of the individuals.

The U.S. Training and Employment Service, a component of the Manpower Administration of the Department of Labor, carries out these responsibilities through agreements with State employment security agencies.¹ Before March 1969 the

¹The U.S. Training and Employment Service was abolished in December 1971, and its functions were assumed by the U.S. Employment Service and the Office of Employment Development Programs, both new components of the Manpower Administration.

program was administered by the Manpower Administration's Bureau of Employment Security.

MDTA provides that the Department of Health, Education, and Welfare (HEW) shall enter into agreements with States to provide training programs--including curricula, instructors, and facilities--for the occupations determined and the trainees selected by the Department of Labor. The Bureau of Adult, Vocational, and Technical Education, Office of Education, HEW, carries out these training functions through agreements with State vocational education agencies.

From the inception of the program through June 30, 1970, the Federal Government obligated \$1.6 billion for institutional training throughout the country.

Institutional training projects are developed and carried out jointly by the local offices of the responsible State agencies in coordination with their Federal counterparts in the Departments of Labor and HEW. The local employment security offices determine, by comparing labor supply and demand, the need for training and propose the establishment of institutional training courses to coordinating committees composed of community representatives.

The Departments' regional offices approve or disapprove projects after reviewing the projects' proposals for compliance with all applicable laws and for conformance with departmental standards and with the State's Cooperative Area Manpower Planning System plan.

After approval of a training project the local employment security office screens, counsels, tests, and selects persons for training and subsequently is responsible for counseling, job placement, and followup services. The local vocational education agency office supervises the educational and vocational training.

Section 241 of the act provides a supplementary program of training for unemployed and underemployed persons residing in areas designated as redevelopment areas (see p. 16) by the Secretary of Commerce.

The Department of Labor has issued an MDTA Handbook which contains the regulations, policies, and procedures for the operation of the MDTA training program.

INSTITUTIONAL TRAINING IN KENTUCKY

The institutional training program under MDTA is carried out in Kentucky by the Kentucky Department of Economic Security (State agency) through its State office in Frankfort and 24 local employment security offices throughout the State, and by the Bureau of Vocational Education of the Kentucky Department of Education, through its area vocational schools and MDTA supervisors.

From inception of the program through June 30, 1970, Federal obligations for institutional training in Kentucky were \$40.4 million. Costs for institutional training conducted in the 49 Appalachian counties in Kentucky amounted to about \$25.3 million, \$17.3 million for training allowances and \$8 million for instructional and other costs.

The Appalachian region includes 49 of Kentucky's 120 counties. Of the 49 counties, 41 are classified as redevelopment areas and are eligible for supplemental training programs under section 241 of MDTA. Twenty-two of the 49 counties are included in the Eastern Kentucky Concentrated Employment Program. This program was created in 1968 to provide persons within designated target areas with the full range of services offered under various separate manpower training programs and is the sponsor for a number of Department of Labor manpower programs including institutional training under MDTA.

Appendix I contains population and employment characteristics of the counties served by the four State agency offices covered in our review.

PROGRAM OPERATIONS

Highlights of institutional training program operations throughout Appalachian Kentucky for courses given in the 8-year period ended June 30, 1970, and for courses active during fiscal year 1970 are summarized below.

	Courses in fiscal years <u>1963-70</u>	Courses active during fiscal year <u>1970</u>
Training provided:		
Number of courses	531	53
Number of occupations	62	23
Average length of courses in weeks	35	35
Training program costs:		
Total approved costs (millions)	\$ 25.3	\$ 2.9
Average cost per training slot	\$ 2,168	\$2,733
Range of costs per training slot	(a)	\$ 889 to \$3,856
Training results:		
Number of enrollees	10,816	1,305
Number of persons completing training	7,561	649
Number of persons not completing training	2,919	320
Number of persons still enrolled	336	336
Number employed of those completing	5,661	394
Number employed in training- related occupations (note b)	4,779	266

^aNot available.

^bSince December 1969, this information has not been accumulated by either the State or the Department of Labor. Our estimate is based on a projection of the cumulative results reported by the State through December 1969 and our sample of the status of recent course completers.

CHAPTER 2

JOB TRAINING IN RURAL AREAS

Institutional training courses in rural areas, such as Appalachian Kentucky, have been beneficial to the individuals who participated. Over 5,600 residents of the area got jobs after such training. Because of limited local employment opportunities, however, many training courses were geared toward employment opportunities outside Appalachia. To become enrolled in these courses enrollees had to express a willingness to leave the area after training to seek employment, and many did.

TRAINED PERSONS LEFT AREA

A basic cause of poverty in the Appalachian region is the absence of adequate employment opportunity. In the decade of the 1950s, Appalachia lost over half its jobs in agriculture and nearly 59 percent of its jobs in mining. Railroad employment, a major source of jobs in parts of the region, dropped by 40 percent. Whereas the region gained in service and construction employment, the rate of increase was only half that of the rest of the Nation; gains in manufacturing jobs in the region were two-thirds the rate for the rest of the country.

In the four local areas covered by our review, unemployment and lack of new industry moving into the areas continued to be problems in fiscal year 1970. Additional information concerning the economic situation in the four areas is contained in appendix I. Because of the depressed economic conditions, many persons who participated in institutional training courses given in the four areas moved to other areas to obtain employment requiring their new skills.

We compared the average age and average educational level of MDTA enrollees to a sample of other persons registering for services at the four local State agency offices. Local State agency officials confirmed our analysis that the younger and better educated disadvantaged applicants were selected to fill the training slots; we discuss later in this chapter that most training slots were geared to jobs outside Appalachia, although not all trainees left the area.

Responses to our tests showed that about one-fourth of the persons completing training were able to obtain employment outside Appalachia. Some graduates failed to benefit from the training they received because job opportunities in their newly acquired skill were not available locally or because they did not relocate to an area where such employment was available. In these instances, the individual frequently either had to accept a local non-training-related job, or remain unemployed. About 25 percent of the 277 persons who responded to a questionnaire we sent to former trainees stated that they obtained their first job in an occupation which did not relate to their MDTA training; 17 percent said they had not found any employment after completing training. For those unemployed, the number of days without work ranged between 54 and 515 days; the average was 302 days. Additional details on the responses to our questionnaire are shown in appendix II.

TRAINING COURSES GEARED FOR JOBS OUTSIDE APPALACHIA

Training courses in Appalachia were often conducted in occupational skills in short supply nationwide but for which local jobs were seldom available. Therefore a prerequisite for enrollment in many MDTA courses was a declaration of the enrollees' willingness to relocate after training. Many MDTA graduates did move from Appalachia to the northern industrial regions to obtain training-related jobs.

We reviewed the 24 institutional training courses which were active during fiscal year 1970 at the four local State agency offices. Eighteen of the courses covered five occupational skills which were in demand outside Appalachia and 13 of the 18 courses specifically required that enrollees express a willingness to relocate for employment after training. The occupations included: diesel mechanic, welder, clerk-stenographer, production machine operator, and auto body repairman.

We sent questionnaires to the 261 graduates of the 18 courses to obtain information about their employment history since training. Responses were received from 201 of the 261 former trainees showing that 173 obtained employment, 22 never obtained employment, and six entered military service.

Of the 173 who obtained employment, 103 got jobs in Appalachia (64 percent were training related) and 70 got jobs outside Appalachia (86 percent were training related.)

We also reviewed six institutional training courses taught in Appalachian Kentucky which were directed specifically at local employment and which did not require a declaration that the enrollee be willing to relocate after training. The occupations included were: licensed practical nurse, springer (upholstery), cabinetmaker, mine machine operator, surgical technician, and building maintenance man.

We sent questionnaires to the 98 graduates of the six courses to obtain their employment history after training.

Responses were received from 76 of these former trainees showing that 51 had obtained employment and 25 had not obtained employment. Of the 51 who obtained employment, 46 got jobs in Appalachia and five got jobs outside Appalachia. About 60 percent of the jobs in Appalachia were training related. None of the jobs outside Appalachia were training related.

Responses to our questionnaire indicate that courses conducted in occupational skills which were directed at out-of-area employment were more successful than courses directed at local employment in terms of graduates' obtaining training-related jobs or any jobs.

Two of the most frequently taught occupational skills for male enrollees in Appalachian Kentucky during fiscal year 1970 were diesel mechanic and welder. According to the Department of Labor, it is anticipated there will be 44,000 job openings for diesel mechanics and 230,000 job openings for welders over the next 10 years in the United States. We were informed by various State officials that MDTA graduates in these two occupations have excellent prospects for training-related jobs if they are willing to relocate to other locations where the jobs are available. At one of the central Appalachian locations we visited, we found that diesel mechanic graduates have been offered employment by firms outside Appalachia in Indianapolis, Indiana; Chicago, Illinois; and Louisville and Lexington, Kentucky.

In contrast, the number of local job orders for these occupations was minimal. For example, during the 12-month period preceding our review, the Hazard and Harlan State agency offices received local orders for only seven welders and one diesel mechanic. These two offices enrolled 44 persons for training as welders and 40 persons for training as diesel mechanics during fiscal year 1970.

State officials agreed that there were few jobs in Appalachia and that training has been directed toward out-of-area jobs because few jobs in Appalachia require skill training. They said the most successful MDTA courses were those geared to out-of-area jobs. The officials said the outmigration of skilled workers from Appalachian Kentucky was not considered a permanent problem because many of these former residents would probably return to the area if local jobs became available.

Regional Department of Labor officials generally concurred with the views of the State agency officials concerning manpower training in Appalachia.

Officials of the Department of Labor have told us that the Department is primarily concerned with the welfare of the individual. The Department's stated position is that, if as a result of receiving training a person can become employed elsewhere, his condition will have been improved. However, Department officials indicate that, if the problem of establishing a sound economy in Appalachia could be solved, the chances of success in MDTA programs would be greatly enhanced.

CAN PROBLEM BE SOLVED?

The President has stated that one of the more pressing national problems is finding ways to stem the tide of rural outmigration. One obvious solution, but to date not easily achieved, is the creation of meaningful jobs in rural areas. Although MDTA training has provided participants with varying degrees of skill training and education and with temporary incomes to assist them in meeting minimum living expenses, MDTA programs are not designed to create additional permanent jobs.

Federal job creation--an interim measure to solve problem

Creating a significant number of new private sector jobs in rural areas like Appalachian Kentucky has been the goal of a number of Federal programs in the last decade. Since 1965 the Congress has appropriated \$1.4 billion to the Appalachian Regional Commission alone to improve the entire 13 State region and to better the lot of its people by enhancing the economic and social development of the area. These programs have shown some progress, but much remains to be done. As an interim measure, Federal programs which create jobs, such as Operation Mainstream and programs of the Emergency Employment Act, have temporarily alleviated the problem of unemployment.

During the period of July 1967 through March 1972, about \$26 million was expended or obligated in Appalachian Kentucky for Operation Mainstream. This program is designed to provide work training and employment for chronically unemployed needy adults who have poor employment prospects and who are unable--because of age, lack of employment opportunity, or otherwise--to secure appropriate employment or training assistance under other programs. Participants must be 22 years of age or older; however, 40 percent of enrollment must be adults 55 years of age or older. During the 5-year period, 6,694 program slots were funded.

When the Emergency Employment Act was passed in July 1971, additional funds in the amount of about \$4 million were allocated to Appalachian Kentucky under the Public Employment Program. This program seeks to alleviate high

unemployment by providing funds to State and local governments to hire unemployed or underemployed persons for public service jobs. Through January 1972 about 975 jobs were funded in Appalachian Kentucky under this program.

Although neither of these programs provides a long-term solution to the employment or outmigration problems of Appalachian Kentucky, they do offer some interim relief to the area.

Long-term solution made difficult by
conflicting objectives of Federal programs

We recognize that outmigration may be of benefit to the trained person who can get a job outside Appalachia. Providing training, even when it leads to outmigration, is better than keeping people untrained and on welfare. We believe, however, that manpower training programs which encourage outmigration do little to provide permanent solutions to the severe and persistent problems evident in the Appalachian region.

Thus, a paradox of sorts exists. Federal funds are being used for such programs as those of the Appalachian Regional Commission and the Economic Development Administration to improve the economic conditions of an area to reverse the outflow of its citizens. At the same time other program expenditures are used to indirectly drain one of the area's most important economic resources--the younger and more talented citizens--by training them for jobs that can best be obtained only by moving away.

The Congress continues to recognize the need for economic development in rural areas, such as Appalachian Kentucky. A number of bills have been introduced in the Ninety-second Congress to revitalize rural areas through developing jobs for residents within rural areas and providing incentives to attract business to these areas.

For example, House bill 3504 (92d Cong. 1st sess.), would allow a tax credit to employers for the expenses of providing job training programs in rural areas. The bill's stated purpose is to encourage a fuller and more effective use of the human and natural resources of rural America; to

slow the migration from rural areas due to lack of economic opportunity; and to reduce population pressures in urban centers. House bill 12931 (92d Cong. 2d sess.) is a bill to provide for improving the economy and living conditions in rural America. It provides for loans to residents of rural areas to acquire or establish in rural areas small business enterprises to provide such residents with essential income. It also provides for loans to profit or nonprofit groups to improve; develop; or finance business, industry, and employment. This bill was enacted on August 30, 1972.

It appears that, even with the enactment of new legislation, achieving the objectives for a revitalized rural America will take many years of coordinated effort by the State and Federal Governments and will require the cooperation of the private sector. Hopefully, more new jobs will be made available in or close to Appalachian Kentucky through current and potential programs and skill training programs can be directed toward these jobs. Until such time as economic development catches up with the size of the available labor force, however, some outmigration will continue.

- - - -

The Department of Labor stated that, until conditions improved, it was important to provide the citizens of Appalachia with the opportunity to choose the occupation and location of employment, rather than limit them to the few opportunities in the area. The Department stated also that, although two different means to an end existed, it was often necessary to implement several measures for alleviating unemployment in Appalachia.

The Director, Division of Manpower Development and Training, Office of Education, HEW, said he believed that, in areas like Appalachian Kentucky where jobs are so limited, there really was no choice but that training should be directed to all types of jobs whether in the area or not.

CHAPTER 3

OPPORTUNITIES FOR IMPROVING PROGRAM OPERATIONS

Several opportunities existed for improving the operation of training programs in Appalachian Kentucky, as described in the sections that follow.

APPROVAL OF TRAINING PROGRAMS IN REDEVELOPMENT AREAS

Funds that were to be used to combine training with economic development in depressed areas were being used instead for general training purposes.

Section 241 of MDTA authorizes a supplemental training program for residents of areas where there is substantial and persistent unemployment for an extended period of time and there has been a substantial loss of population due to lack of employment opportunity. These "redevelopment areas" are designated by the Secretary of Commerce under the Public Works and Economic Development Act of 1965 (42 U.S.C. 3121).

It is the policy of the Department of Labor that training approved under section 241 should be related to economic development in the redevelopment areas. A Manpower Administration order on objectives and priorities for training under section 241 states that:

" *** Manpower development and training can be a vital tool in economic development but, to be part of the development process, it must be related to other development activities underway or being planned in the area."

The MDTA Handbook states that projects which are primarily designed to fill recurring area needs are to be funded as regular MDTA projects and not funded under section 241.

Before February 1971 section 241 training proposals were approved in Washington, D.C., by representatives of the Department of Labor and HEW, in consultation with the

Department of Commerce. In February 1971 approval authority was delegated to the regional offices of the three Departments.

Our review of 24 MDTA courses (see app. III) included eight courses which were funded under section 241 of the act. Three of the eight courses were justified on the basis of job availabilities outside redevelopment areas and required that potential enrollees express a willingness to leave the area to find employment.

The three courses were to train 60 persons as clerk-stenographers and 18 persons as production machine operators at a total cost of about \$181,600. The three courses were approved by the regional and headquarters offices of the Department of Labor and HEW, even though the written justifications indicated the training was for jobs outside Appalachia. For example, the proposal for the clerk-stenographer course, prepared by the Harlan State agency office, stated, in part:

"The Harlan Local Office now has unfilled orders for Clerk Typist and Clerk Steno from Frankfort, Lexington, and Louisville areas.

The Coordinating Committee feels that it is important to offer this training although, the job openings are not local, due to the great number of untrained mobile youth. Part of the work performance requirements will be the willingness of the potential trainee to relocate."

Comments by State and regional officials

The State agency official responsible for submitting proposed MDTA courses for approval stated that some projects requested under section 241 do not always meet the training priorities prescribed in the Manpower Administration orders, nor do they relate to the economic development of the area when training-related jobs are primarily outside the redevelopment area. The official said his policy was to hold projects of this type until the third or fourth quarter of the fiscal year before submitting them for approval, on the assumption that the Department of Labor might

lower its requirements if there was an accumulation of unused section 241 training funds at the end of the second quarter.

According to Atlanta Manpower Administration officials, courses not directly related to economic development may be approved for funding under section 241 during the fourth fiscal quarter. They informed us that all section 241 training during fiscal year 1971 was directed toward training persons for projects which were receiving economic development assistance.

Conclusions

The use of section 241 funds in Appalachian Kentucky did augment the available training funds and thus assisted some persons to be trained and gain employment. We recognize that, when economic development projects are not forthcoming in an area, there may be a tendency among program officials at the State and Federal level to use funds for normal training projects. The Department's instructions, however, are clear that the training contemplated under section 241 should be closely related to the economic development activities of the areas.

After we completed our fieldwork, the Department of Labor, in September 1971, issued instructions to its regional offices outlining procedural changes for section 241 institutional projects. The changes included requirements for section 241 funds to be allocated to the regions in two steps. The first allocation would be based on each region's section 241 funding performance from the prior fiscal year. The second allocation would be based on a master project list, developed by the Department of Commerce's Economic Development Administration regional offices in consultation with Department of Labor and HEW regional representatives. The list identifies those businesses which have Economic Development Administration loans or grants and which might be in need of trained workers.

The new instructions noted that the master project list would be flexible because it will be subject to change by the regions as new projects are developed or as projects initially identified are dropped from consideration. These

changes should help to insure that section 241 funds are used for projects related to the economic improvement of re-development areas; therefore we are not making a recommendation.

LIMITED EFFECTIVENESS OF SUPPLEMENTAL
TRAINING AND EMPLOYMENT PROGRAM

Primarily because of the basic economic problems in the region, the State agency was not able to effectively utilize the Supplemental Training and Employment Program (STEP) in Appalachian Kentucky. Under STEP, short-term meaningful work experience was to be provided in public and private nonprofit organizations for recent manpower program graduates who lost their jobs or who were unable to get jobs because of brief downturns in the local economy. Our review of STEP activities at the four State agency offices indicated that

- 35 percent of the STEP training slots were unfilled,
- about 48 percent of the slots were filled by persons who were not manpower program graduates,
- about half of the former MDTA institutional trainees were placed in non-training-related jobs, and
- many of the jobs provided under the program provided little in the way of meaningful work experience or training.

To ease the transition of graduates of manpower programs from training to jobs, the Secretary of Labor on May 26, 1970, announced the establishment of STEP. A training stipend was provided by the Department of Labor as a temporary source of income for the enrollee, who would be placed at a worksite for a 13-week period, with the option of one additional 13-week period, if the local employment security office certified that a permanent job was still unavailable.

According to the STEP Handbook, issued as a program guide by the Department of Labor, (1) work experience was meant to provide a temporary source of income as well as enhance a participant's future employability, (2) STEP was not to be directed at correcting situations of chronic or long-term unemployment, but was to be directed at areas experiencing sudden increases in unemployment levels, (3) State employment security agencies were to attempt to place participants in positions that would have a relevance to

their prior training or work experience, and (4) the positions assigned were to have some demonstrable value for the participant other than the income he would receive.

In June 1970, the State agency submitted project applications to the Department of Labor for training slots under STEP. The overall State unemployment rate was used to justify each local office's eligibility for STEP. The applications showed that (1) there were numerous eligible and willing trainees in each area who had received manpower training during the past year but were unable to secure a job because of the downturn in the economy, and (2) the local area had adequate public and private nonprofit organizations where the trainees could be placed in occupationally related jobs.

The State agency authorized a total of 115 STEP positions for fiscal year 1971 for the four local offices. The Department of Labor approved \$451,000 for these positions. In their applications for STEP funds, the four offices had estimated that there would be 539 willing trainees who had received manpower training and would be eligible for STEP.

We reviewed STEP at each of the four offices between August and December 1970, and we found that local officials were having difficulty in finding enrollees who were eligible and willing to participate in STEP and in finding training-related jobs for those who were to participate.

At the time of our review (1) 75 of the 115 authorized positions were filled, (2) 39 of the 75 enrollees had previously completed an MDTA institutional training program; however, only 20 of these 39 enrollees were placed in a job related to their previous MDTA training and 19 MDTA graduates were assigned to positions which required little skill and which provided work experience of limited value, and (3) 36 of the 75 enrollees were not institutional training program graduates.

Comments by State and regional officials

According to local officials, it is usually difficult to provide training-related work in local, nonprofit, or governmental agencies in Appalachia. State agency headquarters

officials confirmed that it was very difficult to find eligible agencies in Appalachia which could provide meaningful training-related work experience for diesel mechanics, welders, or production machine operators.

Previous manpower training was no longer a requirement for program participation when the lack of eligible enrollees as established by the STEP Handbook seriously affected enrollment. In February 1971 the Department of Labor gave its Regional Manpower Administrators authority to authorize enrollment of all disadvantaged persons (including persons who had never received training in a Department of Labor manpower program) who had been laid off after December 31, 1969, and who were not ineligible under the provisions of the STEP Handbook. The Department of Labor terminated STEP as of June 30, 1972.

Conclusions

STEP has provided some income for certain individuals. However, because the unemployment problems in Appalachian Kentucky are the results of a long-term stagnation in economic growth and development in a sizable area of the State, rather than a short-term downturn in the local economy, a short-range program such as STEP provides only temporary relief for such individuals.

Since STEP has been terminated, we are not making any recommendation.

NEED FOR IMPROVED MONITORING
BY THE DEPARTMENT OF LABOR

The Department of Labor needs to improve its monitoring of MDTA courses to obtain more complete information on the progress of trainees and the overall success of the training courses. A Department of Labor memorandum (May 1969) establishing the organizational structure of the Manpower Administration's regional offices assigned to the regional offices the responsibility for monitoring State agency operations on all manpower programs and reviewing and analyzing program data and reports to initiate or recommend actions to effect necessary changes.

The monitoring responsibilities are to be carried out for the most part through (1) field visits by regional office personnel to evaluate local and State agency office operations and (2) evaluation of data obtained through the management information reporting system.

Field visits

The only review of MDTA activities in Kentucky during the period April 1967 through March 1971 was a joint one made in April and May 1967 by representatives of the Department of Labor's regional and national offices. The review consisted of a field visit to the State headquarters office and three local offices, and several of the more significant conditions noted follow.

1. Local vocational schools did not always notify State agency offices promptly that MDTA enrollees had dropped out of the training program.

2. Most trainees found jobs on their own or were given leads to jobs by the vocational school and were not going to the local State agency office after graduation for job placement assistance.

3. There was a wide variance in the way local office MDTA records were maintained, and many trainee records did not contain complete and up-to-date information such as the dates that the trainees began and ended training.

During our review these same conditions existed to a certain degree. For example, at the Harlan office, we found that most of the training records for the 25 enrollees in a course in progress were not complete or up to date. Harlan officials did not know how many persons had enrolled in the class and had not received termination notices from the vocational school for four of the 12 dropouts and two early completers of the course.

We were advised by a representative of the Department of Labor's Atlanta regional office that, because of a lack of manpower, the office had made no onsite reviews in Kentucky after it had been given responsibility for that State in July 1969. He advised us that, initially, two men had been assigned the administrative responsibility for the eight-State area which includes Kentucky. However, in July 1970 the Atlanta regional office was reorganized and four men were assigned, each having the administrative responsibility for two States within the eight-State area.

Reporting

Monitoring of MDTA institutional training projects is intended to be carried out, in part, through use of various State agency reports submitted to the Department of Labor. The basic reporting system required by the Department of Labor provides for information on individuals enrolled in each course, monthly progress reports on courses, data on persons terminating before completing training and those completing training before the end of the course, and employment data as of the completion of training and 30, 90, and 180 days thereafter.

The effectiveness of this reporting system as a monitoring tool is dependent on the ability of local State agency office personnel to submit timely and accurate reports to the Department through the regional office, the amount of review and followup performed by regional personnel responsible for MDTA activities, and the usefulness of the reported data.

We found several instances where required data was not submitted or was submitted late. For example, no job status information was obtained during the period November 1968 to

November 1969, for 29 graduates of the open-end, open-entry courses at Somerset who had been referred for training by the Corbin office.

The Monthly Progress Report (MT-5) did not provide for submission of certain data which would be very useful in evaluating individual courses. The Department of Labor currently requires each local State agency office to submit an MT-5 which shows, on a course-by-course basis, the number of graduates who are employed; however, there is no provision for data showing whether the jobs are in training-related or non-training-related occupations. This information is essential in evaluating the success of specific courses and in planning future training courses.

The relevancy of this information was demonstrated by the data we obtained in reply to questionnaires sent to persons who had graduated from MDTA training courses in the four areas during fiscal year 1970. The replies we received indicated the following information on the initial employment of graduates.

<u>State agency office</u>	<u>Total</u>	<u>Percent employed</u>	
		<u>Training-related jobs</u>	<u>Non-training-related jobs</u>
Corbin	84	66	18
Harlan	83	41	42
Hazard	60	40	20
Somerset	91	72	19

The data indicated not only that the overall success rate of the courses sponsored by the Hazard office was low in relation to the other offices but also that the Harlan and Hazard offices had been relatively less successful in placing graduates in training-related jobs. Further analysis of this data might have identified areas needing attention to increase the rates of success.

The training courses sponsored by the Eastern Kentucky Concentrated Employment Program represented about 25 percent of the courses active in Appalachian Kentucky in fiscal year 1970. Under Department of Labor guidelines, however, Concentrated Employment Program sponsors are exempt from

the reporting requirements of the MDTA Handbook. The sponsors do report, through the Concentrated Employment Program's reporting system, summary information on the number of persons served in MDTA courses, but no detail is provided for each course. The MDTA reporting system calls for information on the status of each training course and its enrollees.

To enable the Department of Labor's regional office to more effectively manage ongoing courses and have a basis for approving future Concentrated Employment Program-sponsored courses, we believe that the more detailed information called for under the MDTA reporting system should be required for all MDTA courses, regardless of the sponsor. This would give the Department the needed information on how well particular courses were being run and whether the results of the training would justify follow-on training courses in that occupation.

Conclusions

The monitoring procedures followed by the Department of Labor are important factors in the Department's ability to measure the efficiency and effectiveness of the MDTA institutional training program. A need existed for the Department to perform periodic in-depth reviews of institutional training activities at all locations where those activities were being carried out.

In July 1971 the Department of Labor issued a Comprehensive Regional Monitoring Handbook which provides a system and program guides for periodic review of manpower programs and includes a minimum frequency schedule for monitoring. The handbook provides that MDTA institutional programs should be monitored at the State level 30, 120, and 270 days after the date of contract award, renewal, or extension and at the local levels, at least 25 percent of the MDTA projects should be monitored once a fiscal year. Effective implementation of the handbook's provisions should enable the Department's regional offices to evaluate MDTA programs.

A need still exists for (1) improving the timeliness and completeness of data being reported and making greater use of this improved data, (2) obtaining data, on a course-

by-course basis, on whether the graduates obtained jobs in training-related occupations, and (3) obtaining progress and employment status data for each course sponsored by the Eastern Kentucky Concentrated Employment Program.

Recommendations to the Secretary of Labor

We recommend that the Department of Labor revise its reporting requirements to provide for (1) data on training-related employment on a course-by-course basis and (2) progress and employment status data for each course sponsored by the Eastern Kentucky Concentrated Employment Program.

CHAPTER 4

SCOPE OF REVIEW

Our review was directed toward analyzing the results of program operations for fiscal years 1963 through 1970 and evaluating the efficiency of program administration with primary emphasis on activities during fiscal year 1970.

It covered the training courses administered by four State agency local offices in Appalachian Kentucky. The Appalachian Kentucky area was selected because its unique characteristics of physical isolation and lack of economic development present significant problems to manpower training programs.

We reviewed applicable legislation, policies, program documents, reports, correspondence, and other pertinent records of the State agency, the Eastern Kentucky Concentrated Employment Program, and the Department of Labor and HEW.

We prepared and mailed questionnaires, requesting information on employment status, to the 359 graduates who had completed training in 24 institutional training courses which were active during the fiscal year 1970 at the four local State agency offices included in our review.

Our review was performed at headquarters' offices of the Department of Labor and HEW in Washington, D.C.; the Department of Labor's regional office in Atlanta, Georgia; the State agency headquarters office in Frankfort, Kentucky; and four local offices--Corbin, Somerset, Hazard, and Harlan--which serve 19 of the 49 counties in Appalachian Kentucky.

DATA ON FOUR APPALACHIAN AREAS INCLUDED IN GAO REVIEW

CORBIN

The Corbin State agency office serves seven counties: Clay, Jackson, Knox, Laurel, Owsley, Rockcastle, and Whitley. The 1970 population of the seven counties was 121,000. The reported 1968 work force was 26,600 persons--24,100 were employed and 2,500 were unemployed. Of those employed, about 12,800 were farmworkers. The unemployment rates within the Corbin area varied during fiscal year 1970 from a low of 3.9 percent for Laurel County in October 1969, to a high of 38.5 percent for Owsley County in March 1970.

The area is mostly mountainous terrain unsuited for extensive farming, however, many of the unemployed and under-employed live on small farms consisting of a few acres of hillside land with a small tobacco base, a garden, and a few livestock. The predominant industries are coal mining, logging, sawmilling, construction, and small manufacturing. Since industry moving into the area has been, for the most part, small, there is still a substantial outmigration. The area population decreased by about 20,500 between 1950 and 1960 and further decreased by about 4,100 between 1960 and 1970. The only industry of any major significance to enter the area within 2-1/2 years prior to fiscal year 1971 was a greeting card company which has a payroll of about 450.

HARLAN

The Harlan State agency office serves Harlan and Bell Counties. The area is mountainous, with a 1970 population of 68,500. The reported 1968 work force was 16,400 persons--14,400 were employed and 2,000 were unemployed. Of those employed, about 4,900 were farmworkers. The unemployment rates during fiscal year 1970 varied from 6.5 percent for Harlan County in October 1969, to 16.8 percent for Bell County in February 1970.

According to the State's fiscal year 1971 Cooperative Area Manpower Planning System plan, economic growth in both counties is near a standstill, with the exception of the city of Middlesboro which is expanding and attracting new business. The predominant industries are mining and

APPENDIX I

quarrying, wholesale and retail trades, and manufacturing, in that order. Employment in these industries continues to decrease each year. About half of the income of the area comes from State or Federal benefits in the form of social security payments, welfare checks, food stamps, or Government training programs.

The area has little employment to offer youths entering the labor market, and there is a substantial outmigration. The area population decreased by about 32,900 between 1950 and 1960, and further decreased by about 18,000 between 1960 and 1970.

HAZARD

The Hazard State agency office serves five counties; Perry, Letcher, Leslie, Knott, and Breathitt. The 1970 population of the area was 89,400. The reported 1968 labor force consisted of 18,900 persons--2,900 were unemployed and 14,000 were underemployed. The unemployment rates during fiscal year 1970 varied from a low of 5.5 percent for Breathitt County in October 1969, to a high of 20.1 percent for Leslie County in June 1970.

The area is rural, nonagricultural, and mountainous. Coal mining is the predominant industry; however, employment in this industry has been greatly reduced for many years. Because of the lack of a balanced economy, the losses in mining employment have not been replaced by employment in other industry resulting in a large number of unemployed persons with few job opportunities available. The lack of jobs has caused a substantial outmigration from the area, especially among persons between the ages of 22 and 44. The remaining labor supply is composed mainly of older workers having few job skills and low educational levels. The area population decreased by about 33,100 between 1950 and 1960, and further decreased by about 19,400 between 1960 and 1970.

SOMERSET

The Somerset State agency office serves five counties: Clinton, McCreary, Pulaski, Russell, and Wayne. The 1970 population of the area was 80,800. The reported 1968 labor force consisted of 23,700 persons--21,700 were employed and

2,000 were unemployed. Of those employed, about 11,500 were farmworkers. The unemployment rates during fiscal year 1970 varied from a low of 3.5 percent for Russell County in September 1969, to a high of 28.8 percent for Wayne County in January 1970.

Unlike other sections of Appalachian Kentucky previously discussed, the terrain of the Somerset area is suitable for, and adaptable to, large-scale agricultural operations. As a result, agriculture accounts for the largest area employment group followed by manufacturing and wholesale and retail trades. Outmigration has decreased substantially due to industrial expansion and increased Federal aid programs for low-income families. The area population decreased by about 14,400 between 1950 and 1960; however, the decrease was less than 800 between 1960 and 1970.

APPENDIX II

DATA ON GRADUATES OF MDTA TRAINING PROGRAMS

We sent questionnaires to the 359 graduates of 24 institutional training courses which were active during the fiscal year 1970 at the four State agency offices included in our review. We requested information on their initial and current employment status. We received replies from 277 of the graduates.

The information obtained from the graduates indicated that about 81 percent of the 277 respondents, or 224 graduates, obtained employment; 17 percent, or 47 graduates, were unemployed; and 2 percent, or six graduates, joined the Armed Forces. Of those employed, 154, or 69 percent, got jobs related to their MDTA training.

<u>Category</u>	<u>Number</u>
Job obtained through friend or relative	73
Job obtained through self-referral	50
Referred to job by vocational school	45
Referred to job by State agency	37
Job obtained through newspaper ad	11
Referred to job by private employment agency	1
No information furnished	<u>7</u>
	<u>224</u>

Slightly over one-half of the graduates who got jobs after training obtained them through their own efforts or the efforts of friends or relatives. In a number of instances, the informal referral system at the vocational schools was effective in helping individuals obtain employment after completion of training.

The responses showed that 171, or 62 percent, of the MDTA graduates were still employed at the time of response, compared with 81 percent who reported that they had obtained a job upon graduation. Also 41 percent of those reporting current employment were working in training-related jobs compared with 69 percent of those who reported training-related employment at the time of graduation. We were







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File copy

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

3-14-28
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EP 7 1972 19



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clrk

Dear Mr. Chairman:

In response to your letter of December 15, 1971, we reviewed the acquisition of an International Business Machines Corporation (IBM) 370/155 computer system by the Defense Communications Agency (DCA) for use by the Executive Office of the President. As requested, we reviewed (1) the basis on which the computer system had been justified, (2) the extent of competition obtained, (3) the respective costs of leasing and purchasing the system, and (4) the manner in which the lease was being funded.

We also reviewed some aspects of the acquisitions of two Radio Corporation of America (RCA) 70/45 computer systems and an IBM 370/145 computer system. We included these systems in our review because they were part of a project to automate the White House information-handling processes, communications facilities, and certain functions of the Office of Management and Budget (OMB), National Security Council, Domestic Council, and other offices in the White House.

JUSTIFICATION FOR THE IBM 370/155

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Our review showed that the need for the IBM 370/155 computer system evolved from an initial requirement to automate the White House information-handling processes and communications facilities serving the National Security Council. That automation was to be accomplished by acquiring two computer systems--one primary system to handle the communications function and a secondary system to provide backup capability and to handle data processing requirements. Before the computers were selected, the White House decided that it would be useful to include in the proposed systems the requirements of the Domestic Council, other offices within the White House, and the OMB. Prior to installation of the system, OMB had met its needs by using the computers of other agencies and of commercial data processing firms.

An executive panel, which consisted of representatives of the National Security Council, the Domestic Council, OMB,

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and DCA, studied the automation needs of the Executive Office. The panel concluded that two basic processing systems were needed: (1) an automated communication and message processing system to satisfy the President's and the National Security Council's communications needs and (2) a general-purpose processing system to serve the needs of OMB, the National Security Council, and the Domestic Council and to automate administrative functions of the White House.

The expanded requirement increased the number of needed computer systems from two to four. Subsequently, two RCA 70/45 systems were leased--one in December 1971 and another in January 1972--at a total annual rental of about \$661,000, to automate the communications facilities; an IBM 370/155 system was leased in July 1971, at an annual rental of about \$710,000, to process unclassified data primarily for OMB; and plans were initiated to lease an IBM 370/145 system in June 1972 to process classified data for the National Security Council. The last two computer systems make up the general-purpose processing system.

BEST DOCUMENT AVAILABLE

According to planning documents, the RCA systems were needed to automate such communications functions as message accountability, message storage and retrieval, reinsertion of corrected messages, and preparation of message formats. The 3 IBM systems were needed by (1) the National Security Council 725 for indexing, storing, and retrieving reports, correspondence, and studies, (2) OMB for budget preparation and fiscal-related 27 matters, and (3) the White House for administrative functions, such as payrolls and recordkeeping. The needs of the Domestic Council were not specifically identified at the time of our review.

Although we reviewed planning documents and requirements analyses and discussed the requirements with appropriate officials, the documents made available to us were not sufficiently comprehensive to compare the cost of automation with the expected benefits. Therefore we cannot conclusively state that the cost of automating the processing functions of the offices was justified. The project manager for the systems advised us that certain documents leading to the acquisition

decisions were privileged internal staff memorandums and working papers of the Executive Office of the President. The project manager would not release these documents. Nevertheless, on the basis of the information we did obtain, automation of the functions and operations involved probably was justified.

EXTENT OF COMPETITION OBTAINED

DCA, under the guidance of the project manager and OMB, has leased the three computer systems and plans to lease the IBM 370/145 directly through the Federal Supply Schedule contracts with the specified manufacturers, without affording other computer vendors an opportunity to compete. Competition is required by Government policy contained in OMB Circular A-54.

We found that OMB had waived the procedures prescribed in Circular A-54 for selecting computers and had permitted DCA to acquire the three computer systems on a sole-source basis. The primary justification for acquiring the IBM 370/155 in that manner was the need to install a computer system by July 1971, to insure that the target date for processing the President's fiscal year 1973 budget would be met. The July 1971 installation goal could not have been met because of the time required to follow competitive-bid procedures.

The legal basis for the sole-source acquisition of the IBM 370/155 was not cited in the justification and we were unable to determine this at OMB because the approving official had resigned his position. However, we have noted that Section 2304(a)(2) of title 10, United States Code, permits the waiving of formal advertising when the public exigency will not permit the delay associated with formal advertising, and that Section 2304(g) permits sole-source acquisition when time of delivery will not permit competitive negotiations. Nevertheless, the validity of the justification for the sole-source acquisition is questionable because OMB, in our opinion, could have used computer resources of other Government agencies and commercial firms to process the fiscal year 1973 budget, as it had for prior budgets.

We did not examine the validity of the sole-source acquisitions of the RCA 70/45s, since they were not the primary subject of our review.

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RESPECTIVE COSTS OF LEASING
AND PURCHASING THE SYSTEM

We made a lease-versus-purchase analysis of the IBM 370/155 system using July 1, 1972, as the potential purchase date. On that date the purchase price of the system would have been about \$2.26 million. Our analysis indicated that the cost savings through purchase of the system would range from \$913,000 to \$1,310,000 (residual value not considered) over a remaining economic life of 7 years, depending upon whether a 6-, 8-, or 10-percent present-value discount rate were used in the computation. (See table below.) The savings represent the amount that the present value of rental payments would exceed the purchase price plus the present value of maintenance payments. The break-even point shown in the table is the time in which the purchase cost would equal rental payments.

<u>Present value discount rate</u>	<u>Estimated break-even point from July 1, 1972</u>		<u>Cumulative savings after 7 years (000 omitted)</u>
	<u>Month</u>	<u>Period</u>	
6%	July 1975	3 years 1 month	\$1,310
8	September 1975	3 years 3 months	1,101
10	November 1975	3 years 5 months	913

The basic (single shift) annual rental of \$710,000, which included maintenance cost, was used for this analysis.

Purchase of the system would require an outlay of about \$2.88 million, of which \$616,000 would be required to maintain the equipment over its remaining economic life at an annual rate of about \$88,000. The continued leasing of the system would require an outlay of \$4.97 million over the remaining economic life, or about \$2.1 million more than the cost to purchase the system. The table below compares the annual outlay of funds required to lease and purchase the system.

Annual Cash Flow (not discounted)

<u>Fiscal year</u>	<u>Lease cost (note a)</u>	<u>Purchase cost (note a)</u>	<u>Additional outlay for leasing</u>
1973	\$ 709,500	\$2,351,962	-\$1,642,462
1974	709,500	87,984	621,516
1975	709,500	87,984	621,516
1976	709,500	87,984	621,516
1977	709,500	87,984	621,516
1978	709,500	87,984	621,516
1979	<u>709,500</u>	<u>87,984</u>	<u>621,516</u>
Total	<u>\$4,966,500</u>	<u>\$2,879,866</u>	<u>\$2,086,634</u>

^aIncludes annual maintenance cost.

DCA does not plan to purchase the system primarily because OMB cannot forecast a need for it beyond 3 years from the installation date.

FUNDING ARRANGEMENTS

DCA, through its field office--the White House Communications Agency--is responsible for providing telecommunications and related support to the President of the United States and to elements associated with the President. In addition, DCA has traditionally provided support to the President in the area of electronic information handling for national security. When the plan to improve the White House information-handling and communications facilities was made, DCA was tasked to provide the necessary resources.

DCA budgeted \$500,000 of operation and maintenance funds for fiscal year 1971, the first year of the project. That amount, subsequently increased to \$539,000 by reprogramming, was expended for project development.

For fiscal year 1972 DCA provided a total of \$1,973,000 of operation and maintenance funds, \$1,866,000 of which had been obligated as of January 1972. Of the latter amount, OMB reimbursed DCA \$460,000 for its use of the IBM 370/155.

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BEST DOCUMENT AVAILABLE

DCA advised us that OMB intended to assume the entire annual rental of the IBM 370/155 after June 30, 1972.

We trust that this information is responsive to your needs. We did not request formal comments on this report from OMB and DCA; however, DCA reviewed portions of the report for security classification purposes.

We plan to make no further distribution of this report unless copies are specifically requested, and then we shall make distribution only after your agreement has been obtained or public announcement has been made by you concerning the contents of the report.

Sincerely yours,



Acting
Comptroller General
of the United States

clt R

The Honorable William Proxmire
Chairman, Joint Economic Committee TNT 700
Congress of the United States