

~~32528~~  
127983

---

BY THE U.S. GENERAL ACCOUNTING OFFICE

**Report To The Chairman, Subcommittee  
On Employment And Productivity  
Committee On Labor And Human Resources  
United States Senate**

---

**Projects Funded In South Central  
Georgia By The Emergency Jobs  
Appropriations Act Of 1983**

To meet economic problems facing the nation, the Congress enacted the Emergency Jobs Appropriations Act of 1983, which made over \$9 billion available for fiscal year 1983 and beyond. Title I of the act made funds available to provide, among other things, essential and productive jobs. GAO analyzed available data on projects that were awarded these funds in six geographical areas throughout the United States. This report discusses a five-county rural area in south central Georgia.

GAO found that about \$370,000, or 9 percent of over \$4.1 million awarded to projects identified in south central Georgia, had been spent by March 31, 1984--about 1 year after passage of the act. Of an estimated 165 people who were employed, at least 25 were previously unemployed. In addition to the short-term employment opportunities resulting from these funds, other benefits--such as improvements to military housing, recreational facilities, and parks--had been and are expected to be provided to the five-county area.



**GAO/HRD-85-98  
SEPTEMBER 25, 1985**

033273

**Request for copies of GAO reports should be sent to:**

**U.S. General Accounting Office  
Document Handling and Information  
Services Facility  
P.O. Box 6015  
Gaithersburg, Md. 20877**

**Telephone (202) 275-6241**

**The first five copies of individual reports are free of charge. Additional copies of bound audit reports are \$3.25 each. Additional copies of unbound report (i.e., letter reports) and most other publications are \$1.00 each. There will be a 25% discount on all orders for 100 or more copies mailed to a single address. Sales orders must be prepaid on a cash, check, or money order basis. Check should be made out to the "Superintendent of Documents".**



UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

HUMAN RESOURCES  
DIVISION

B-205627

The Honorable Dan Quayle  
Chairman, Subcommittee on  
Employment and Productivity  
Committee on Labor and  
Human Resources  
United States Senate

Dear Mr. Chairman:

In response to your request that we monitor and report on the implementation of the Emergency Jobs Appropriations Act (Public Law 98-8), we are providing you with the fourth of six reports we plan to issue on projects funded by the act in six geographical areas of the United States. The legislation, enacted on March 24, 1983, provided emergency supplemental appropriations for use in fiscal year 1983 and subsequent years to provide productive employment; hasten or initiate federal projects and construction, such as construction and modernization of housing units for military families; and provide humanitarian assistance, including an emergency food and shelter program.

This report provides information on the status of projects funded by the act in five contiguous rural counties of south central Georgia as of March 31, 1984--about 1 year following the act's passage--and as current as August 1985 for selected projects. The five counties are Brooks, Colquitt, Cook, Lowndes, and Tift. Because there are no comprehensive requirements in the act for federal, state, and local agencies to maintain detailed and separate records on the use of Public Law 98-8 funds, the report presents information on only those projects that we were able to identify in the five counties.

The following sections summarize the results of our review. Appendixes I and II provide further details on the methodology of our review and our findings. The other appendixes contain detailed statistics relative to Public Law 98-8 funds spent in the five counties.

OVER \$4.1 MILLION AWARDED TO  
NINE PROJECTS IN FIVE RURAL  
COUNTIES OF SOUTH CENTRAL GEORGIA

As of March 31, 1984, over \$4.1 million of Public Law 98-8 funds were awarded to nine projects in the five-county area of south central Georgia. These funds include about \$4.1 million for eight public works projects, such as improving military housing, publicly owned buildings, parks and recreational facilities, and about \$5,800 for a public service project that provided additional clerical staff to help process emergency federal farm loans.

The economy in the five counties, which cover about 2,000 square miles, consists predominately of agriculture, construction, and service-oriented and trade industries. When the act was passed in March 1983, about 6,100 people were unemployed in these five counties, or 8.6 percent of about 71,000 people in the labor force. At that time, the unemployment rates ranged from 6.6 percent in Brooks County to 9.1 percent in Lowndes County. Statewide and national unemployment rates during this same period were 8.4 percent and 10.3 percent, respectively. In March 1984, about 1 year after passage of the act, the unemployment rates for the nation, the state, and the five-county area were 7.8, 6.3, and 6.8 percent, respectively.

NINE PERCENT OF AWARDED FUNDS  
SPENT WITHIN FIRST YEAR OF THE ACT

As of March 31, 1984, about \$370,000, or 9 percent of the \$4.1 million awarded, had been spent on eight of the nine projects. These expenditures were made on three projects (\$19,681) that were completed and five projects (\$350,415) that were awarded about \$4.1 million and were partially completed by that date. One other project, allocated \$4,132, had not started.

AN ESTIMATED 165 PEOPLE  
EMPLOYED BY MARCH 31, 1984

Data obtained from project officials for six of the eight projects that had started by March 31, 1984, indicate that an estimated 165 people were employed. At least 25 of these people were previously unemployed; however, information was not readily available to determine how long they had been unemployed. Data concerning how long people were employed on these projects were available for 147 people and indicated that they worked an

estimated 398 weeks, or an average of 2.7 weeks per person. Detailed employment information, such as race and gender, was not readily available for every project.

VARYING EFFORTS MADE TO  
EMPLOY THE UNEMPLOYED

The act requires federal agencies, states, and political subdivisions of the states to use funds, to the extent practicable, "in a manner which maximizes immediate creation of new employment opportunities to individuals who were unemployed at least fifteen of the twenty-six weeks immediately preceding the date of enactment of this Act"--March 24, 1983. Efforts by federal, state, and local officials and project managers to fulfill this provision varied. Examples of these efforts include the following.

- In awarding funds under its Parks and Recreational Area Development Grant Program, the Small Business Administration instructed the administering state agency to assure that expenditures resulted in employment of the maximum number of unemployed persons. The state agency included these instructions in agreements with two grantees in the five-county area. One grantee included a provision in a landscaping contract that the contractor, to the greatest extent practicable, provide employment to the unemployed. According to the project manager, the contractor complained of having difficulty in finding reliable unemployed persons to do the work. The other grantee used the local employment service to identify unemployed individuals to hire.
- In awarding its Land and Water Conservation Fund moneys, the National Park Service included the employment provision in its agreement with the state. The state agency administering these funds incorporated the provision in project agreements with grantees. Because some grantees chose to either ignore or provide token compliance with the provision, the state program manager instructed grantees to reserve an amount of their project budgets for employing unemployed persons. According to managers of two Land and Water Conservation Fund projects, contractors had difficulty finding unemployed persons to hire for skilled positions. However, after having received the state's instruction, unemployed people were hired.

BENEFITS, OTHER THAN SHORT-TERM  
EMPLOYMENT, ACHIEVED AND EXPECTED

In addition to the short-term employment opportunities resulting from the projects, other benefits have been and are expected to be achieved in the five counties of south central Georgia. These benefits include (1) improvements to parks and community recreation facilities, such as landscaping, upgrading lighting fixtures, adding playground equipment, and constructing picnic shelters and concession stands; (2) improvements in permanent facilities, such as upgrading family housing units on a military base; and (3) potential long-term employment opportunities resulting from the renovation of a school and improvements to recreational facilities.

- - - -

We will be issuing similar reports to you on the high unemployment urban area of Cleveland, Ohio, and the low unemployment urban area of Lawrence-Haverhill, Massachusetts. We have already issued reports on projects funded by Public Law 98-8 in northeast Texas (GAO/HRD-85-42), Montgomery, Alabama (GAO/HRD-85-59), and Fresno, California (GAO/HRD-85-90), on March 26, May 7, and August 27, 1985, respectively.

The information provided in our reports on these geographical areas should not be considered representative of all projects funded by the act or of the programs and activities that awarded funds to the projects reviewed. We will issue a final report to you summarizing the results of our review of Public Law 98-8, using information from the reports on the six geographical areas and a nationally representative questionnaire.

As arranged with your office, we are sending copies of this report to the House and Senate Committees on Appropriations and other interested congressional parties. Copies will also be made available to other interested parties who request them.

Sincerely yours,



Richard L. Fogel  
Director

## C o n t e n t s

	<u>Page</u>
APPENDIX	
I	OBJECTIVES, SCOPE, AND METHODOLOGY 1
	Criteria used to select the south central Georgia area 2
	Project review methodology 4
	Projects' status 4
	Employment data 4
	Efforts to provide employment opportunities 5
	Project benefits 5
II	EMERGENCY JOBS APPROPRIATIONS ACT OF 1983 AND PROJECTS FUNDED IN SOUTH CENTRAL GEORGIA BY THE ACT AS OF MARCH 31, 1984 6
	Emergency Jobs Appropriations Act of 1983 6
	Congressional concerns 6
	Objectives of title I 6
	Overview of funds awarded to the south central Georgia area 7
	Nine percent of project funds expended 9
	An estimated 165 people employed 12
	Other benefits achieved and expected 12
	Efforts to provide employment opportunities to the unemployed 13
III	PUBLIC LAW 98-8 FUNDED PROJECTS IN FIVE COUNTIES OF SOUTH CENTRAL GEORGIA 15
IV	EXPENDITURE STATUS OF PUBLIC LAW 98-8 FUNDS ALLOCATED TO PROJECTS IN FIVE COUNTIES OF SOUTH CENTRAL GEORGIA AS OF MARCH 31, 1984 16
V	EMPLOYMENT-RELATED DATA FOR PROJECTS FUNDED BY PUBLIC LAW 98-8 IN FIVE COUNTIES OF SOUTH CENTRAL GEORGIA AS OF MARCH 31, 1984 17

ILLUSTRATIONS

Figure

- |   |   |   |
|---|---|---|
| 1 | Geographic location of the five Georgia counties examined in the GAO study                          | 3 |
| 2 | Quarterly unemployment rates for the five counties, Georgia, and the nation (March 1982-March 1984) | 8 |

Table

- |   |  |   |
|---|--|---|
| 1 | Funds allocated and expended on nine projects in five counties of south central Georgia as of March 31, 1984 | 9 |
|---|--|---|



OBJECTIVES, SCOPE, AND METHODOLOGY

In response to a request from the Chairman, Subcommittee on Employment and Productivity, Senate Committee on Labor and Human Resources, we reviewed the implementation of the Emergency Jobs Appropriations Act (Public Law 98-8), enacted on March 24, 1983. As part of this review, we obtained information on projects that were awarded Public Law 98-8 funds in a five-county rural area of south central Georgia. These counties are Brooks, Colquitt, Cook, Lowndes, and Tift.

The information we attempted to obtain for each project included the

- project's nature and status;
- funds awarded and expended as of March 31, 1984, about 1 year after the act's passage;
- number and characteristics of people employed, such as ethnic background and gender;
- efforts made by federal, state, and local government officials and project managers to provide employment to unemployed persons; and
- benefits, other than short-term employment, achieved and expected.

Because uniform comprehensive reporting is not required on the use of Public Law 98-8 funds, we were not able to obtain complete information for every project.

Our review of projects was limited to those that were allocated funds from 61 of the 77 federal programs and activities that had funds made available by the act. These programs and activities consist of 48 in which federal agencies selected projects and 13 in which state agencies, administering federally funded programs, selected projects to be funded. We did not include 16 programs and activities (1) for which the Congress made funds available by disapproving the administration's proposed deferral of prior appropriations or by earmarking existing appropriations for other purposes; (2) that were strictly humanitarian assistance and income support, such as an emergency food and shelter program, thus providing limited employment opportunities; or (3) whose funds were consolidated with other funds, thus precluding projects from being separately identified.

Our fieldwork was done between June and October 1984. We did the review in accordance with generally accepted government auditing standards.

CRITERIA USED TO SELECT THE  
SOUTH CENTRAL GEORGIA AREA

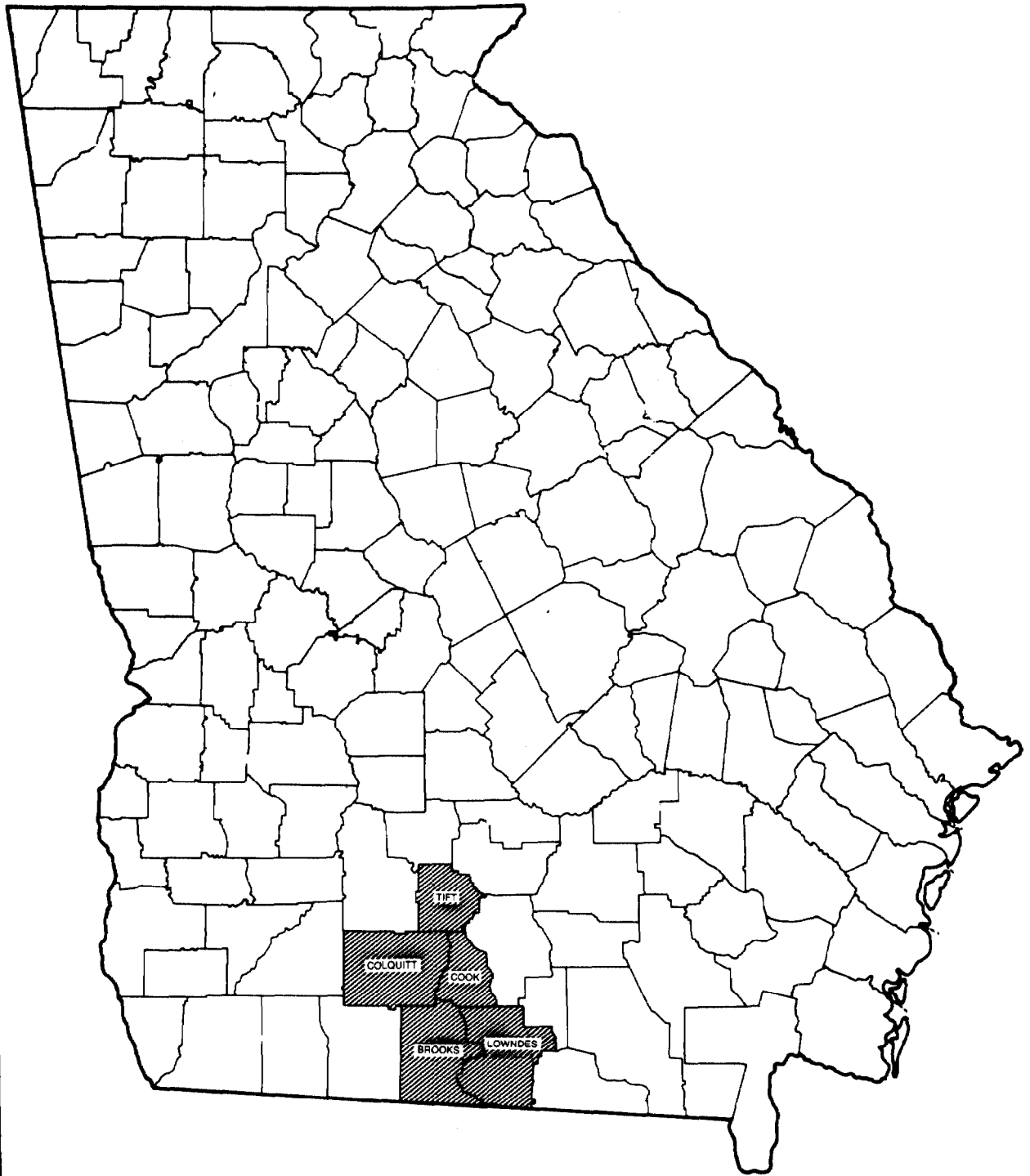
We judgmentally selected the south central Georgia area as one of six areas to review based on criteria developed with the Subcommittee Chairman's office. The selection criteria included (1) nationwide geographical coverage, (2) areas of high and low unemployment as of March 1983, (3) rural and urban areas, and (4) different types of projects funded by Public Law 98-8, such as public service and public works activities.

To obtain nationwide coverage, we selected six states with varying unemployment rates in different parts of the United States. We obtained from federal agencies project listings as of the February-March 1984 time frame for the 48 programs and activities in which federal agencies selected projects within these states. We did not include four of these programs and activities because the project listings did not contain enough details and a significant amount of time would have been necessary to identify specific project locations. Based on the established criteria and the projects identified within the six states, we selected the five-county south central Georgia area--a relatively low unemployment rural area--as one of six geographical areas to review.<sup>1</sup> This area is shown in figure 1 as the darkened area superimposed on a map of Georgia.

---

<sup>1</sup>The other areas selected for review are the high unemployment urban areas of Montgomery, Alabama, Fresno, California, and Cleveland, Ohio; the low unemployment urban area of Lawrence-Haverhill, Massachusetts; and a high unemployment rural area composed of seven counties in northeast Texas near Texarkana.

Figure 1. Geographical Location of the Five Georgia Counties Examined in the GAO Study



In addition to the programs and activities in which federal agencies selected projects, there were 13 programs and activities in which states were responsible for selecting projects to be allocated funds made available by the act. We interviewed state officials administering these federally sponsored programs and activities to identify and obtain information on other projects in the five-county area in order to include them in our review. We were not able to identify projects for five of these programs because (1) Public Law 98-8 funds were not accounted for separately for two of the programs and (2) funds benefiting only the five-county area were not identifiable for three other programs. Also, five programs did not fund any projects in the five-county area.

#### PROJECT REVIEW METHODOLOGY

For projects awarded Public Law 98-8 funds in the five-county area, we obtained information about each as of March 31, 1984. To obtain the project information, we interviewed federal, state, and local government officials and project managers, reviewed their records on the projects, and visited the projects.

#### Projects' status

We established three categories to reflect the status of each project as of March 31, 1984--completed, partially completed, and not started. We classified projects as completed if work on the project site was finished or funds were reported as fully expended as of March 31, 1984. A project was classified as partially completed if any work had begun or project funds were spent before March 31, 1984, and funds remained to be spent on the project. We classified a project as not started if work on the project site had not begun or no funds had been spent as of March 31, 1984. The allocation and expenditure information obtained is as reported by federal, state, or local government officials or project managers.

#### Employment data

We obtained employment data on each project from project managers, including information on the number, ethnic backgrounds, gender, hours worked, employment duration, and prior employment status of persons employed. Because there are no uniform comprehensive requirements to report on the use of Public Law 98-8 funds for most programs and activities, detailed employment information was not readily available for every project and would have required a significant effort to obtain

or develop. In cases in which data were not readily available, we asked project managers to estimate the employment information.

Efforts to provide  
employment opportunities

Because one objective of Public Law 98-8 was to provide employment opportunities to the unemployed, we discussed with federal, state, and local officials and project managers the efforts made to hire such individuals. Because of the limited employment information available, we did not assess the degree to which these efforts were successful.

Project benefits

To determine the project benefits achieved and expected, we interviewed project managers, visited and observed projects, and reviewed project documentation. We were interested in identifying benefits other than the short-term employment opportunities resulting from Public Law 98-8 funds, such as construction, humanitarian assistance, and long-term employment opportunities.

EMERGENCY JOBS APPROPRIATIONS ACT OF 1983  
AND PROJECTS FUNDED IN SOUTH CENTRAL GEORGIA  
BY THE ACT AS OF MARCH 31, 1984

Nine projects in five contiguous counties of south central Georgia were awarded over \$4.1 million in funds made available by the Emergency Jobs Appropriations Act of 1983.

EMERGENCY JOBS APPROPRIATIONS ACT OF 1983

To meet economic problems facing the nation, the Congress passed the Emergency Jobs Appropriations Act, providing emergency supplemental appropriations for fiscal year 1983 and subsequent years. The act's primary objectives were to (1) provide productive employment for jobless Americans, (2) hasten or initiate federal projects and construction of lasting value to the nation and its citizens, and (3) provide humanitarian assistance to the indigent. Title I of the act made funds available to provide, among other things, essential and productive jobs and humanitarian assistance. Two other titles provided appropriations for other purposes, including the creation of a temporary emergency food assistance program for the needy.

Congressional concerns

The Congress found that a severe economic recession had resulted in nearly 14 million unemployed Americans, including those no longer searching for work. Millions of other Americans were working part-time because they could not find full-time jobs. The annual cost of unemployment compensation had reached \$32 billion. Compared with previous recessions, hardships were more severe, people were out of work longer, and a reduced percentage of unemployed were receiving unemployment benefits. Business failures were 49 percent higher than in the previous year. The Congress passed the Emergency Jobs Appropriations Act to help alleviate some of the hardships of the unemployed.

Objectives of title I

Title I of the Emergency Jobs Appropriations Act is entitled "Meeting Our Economic Problems With Essential and Productive Jobs." It made over \$9 billion available to 77 federal programs and activities, including public service,

public works, and employment and training programs.<sup>1</sup> Among these were programs and activities administered by the Department of Commerce's Economic Development Administration, the Department of Health and Human Services' Health Resources and Services Administration, and the Department of Labor's Employment and Training Administration.

Title I contains a number of provisions concerning the targeting, use, and administration of Public Law 98-8 funds. Sections 101(a) and (b) provide specific formulas based on unemployment information for federal agencies to use in allocating funds. To the extent practicable, states receiving funds under section 101(b) were to spend them in areas of high, long-term unemployment and for purposes that would have the greatest immediate employment impact.

Section 101(c) specified that, to the extent practicable, federal agencies, states, and political subdivisions of the states were to use the funds in a manner that quickly provided new employment opportunities to individuals who were unemployed at least 15 of the 26 weeks before passage of the act. This section also specified that the funds be obligated and disbursed as rapidly as possible to quickly assist the unemployed and the needy, as well as to minimize future budgetary outlays.

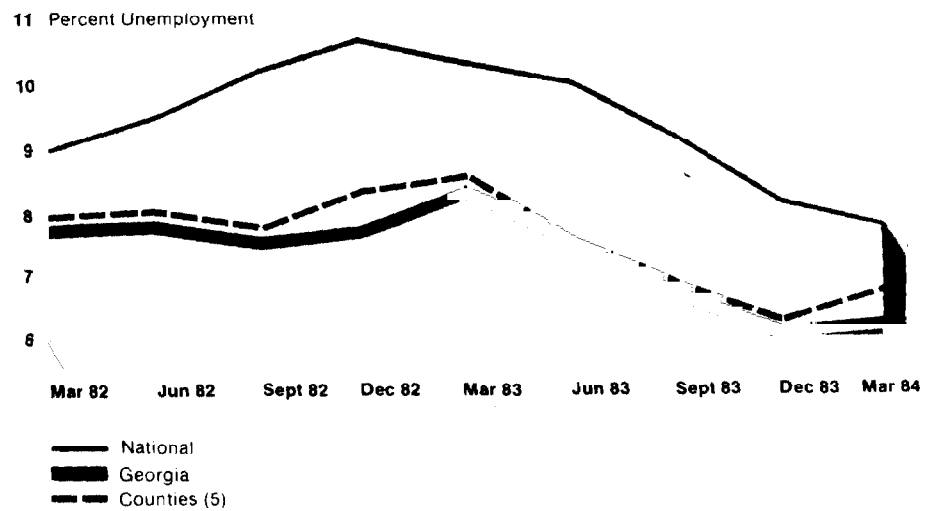
#### OVERVIEW OF FUNDS AWARDED TO THE SOUTH CENTRAL GEORGIA AREA

The five-county south central Georgia area had a 1980 population of about 165,000 and covers about 2,000 square miles. In March 1983, its labor force of about 71,000 was predominately employed in agriculture, construction, and service-oriented and trade industries. When the act was passed in March 1983, about 6,100 people, or 8.6 percent of this rural area's labor force, were unemployed. At that time, the unemployment rates in the five counties ranged from 6.6 percent in Brooks County to 9.1 percent in Lowndes County. State and national unemployment rates during this same period were 8.4 percent and 10.3 percent, respectively. In March 1984, about 1 year after passage of the act, the unemployment rates for the nation, the state, and the five-county area were 7.8, 6.3, and 6.8 percent, respectively. Figure 2 illustrates the unemployment trends for these areas 1 year before and after passage of Public Law 98-8.

---

<sup>1</sup>A list of these programs and activities and the amounts made available to each is included in enclosure II of our report on federal agencies' implementation of the act (GAO/OACG-84-1), issued in November 1983.

**Figure 2. Quarterly Unemployment Rates for the Five Counties, Georgia, and the Nation**  
(March 1982 - March 1984)



Georgia was allocated about \$105 million<sup>2</sup> of the direct appropriations and obligational authority made available by Public Law 98-8. Nine projects in the five-county area were allocated over \$4.1 million from six federal programs and activities appropriated Public Law 98-8 funds. Eight of these projects were allocated about \$4.1 million for public works activities, such as improvements to military housing and other publicly owned buildings and recreational facilities. The other project, a public service project, received about \$5,800 that was used to hire additional clerical staff to help process emergency federal farm loans. Appendix III provides general background information on the nine projects funded.

<sup>2</sup>The amount allocated to Georgia is based on data reported to us by federal departments and agencies in February and March 1984. These data were reported in our April 10, 1984, letter to the Chairman of the Subcommittee on Employment and Productivity, Senate Committee on Labor and Human Resources, on the allocation of the act's funds.



Nine percent of  
project funds expended

About \$370,000, or 9 percent of over \$4.1 million awarded to nine projects in the five-county area, had been spent as of March 31, 1984--1 year following passage of the act.<sup>3</sup> As illustrated in table 1, three projects were completed, five were partially completed, and one had not started.

Table 1

Funds Allocated and Expended on Nine Projects  
in Five Counties of South Central Georgia  
as of March 31, 1984

<u>Projects</u>	<u>Funds allocated</u>	<u>Funds spent</u>	<u>Percent of allocations spent</u>
Three completed	\$ 21,107	\$ 19,681	93
Five partially completed	4,088,408	350,415	9
One not started	<u>4,132</u>	<u>0</u>	0
Total	<u>\$4,113,647</u>	<u>\$370,096</u>	9

Expenditures for three completed projects

Three projects in the five-county area were completed by March 31, 1984, and \$19,681, or about 93 percent of the \$21,107 allocated, had been spent. These include two public works projects awarded \$15,356 and one public service project awarded about \$5,750.

The two public works projects were funded under the Small Business Administration's Parks and Recreational Area Development Grant program. The funds for both projects were used to make landscaping improvements, such as planting trees and shrubs, on publicly owned property. On one project, the Tift County Board of Commissioners received \$8,356 for the Tift County Recreation Park. Under the other project, the city of Moultrie received \$7,000 to make beautification improvements to the Colquitt County Cultural Arts Center. Both projects were

<sup>3</sup>Appendix IV identifies the expenditure status of funds awarded to each of the nine projects.

completed by September 30, 1983, as directed by the conference report related to Public Law 98-8, and \$13,930, or 91 percent of the \$15,356 allocated to the projects, had been spent. According to the program manager for the state agency administering the grants, the \$1,426 that was not spent was returned to the Small Business Administration.

The Department of Agriculture's Farmers Home Administration funded the public service project. According to an agency official, the Administration spent about \$5,750 at its offices in Valdosta and Tifton between April and September 1983 on temporary hires to assist in processing a backlog of emergency farm loan applications.

Expenditures for five  
partially completed projects

In addition to the funds expended on the three completed projects, \$350,415, or nearly 9 percent of about \$4.1 million allocated to five public works projects that were partially completed, was spent by March 31, 1984. The expenditure rates on these five projects varied considerably. About 7 percent of the \$3.98 million allocated to the largest project had been spent. Expenditure rates for the remaining four projects ranged from 38 to 90 percent of their allocations, which totaled \$109,000.

The Air Force funded the largest public works project, which was to upgrade 300 family housing units at Moody Air Force Base in Valdosta. The project included replacing furnaces, ranges, and other appliances; renovating kitchens and bathrooms; providing new street lighting; and converting older housing units from oil to gas heat. As of March 31, 1984, the Air Force had spent \$273,003, or 7 percent of the \$3.98 million allocated to this project. According to the project manager, construction started in December 1983 and was completed in August 1985.

Three of the five partially completed projects were allocated \$85,000 from the Land and Water Conservation Fund of the Department of the Interior's National Park Service. Following is information on the status of these projects as of March 31, 1984.

- Tift County received \$45,000 to install a well and an underground irrigation system for four softball fields; seed and fertilize the ballfields; purchase two 1,500-gallon septic tanks; and construct a building complex consisting of a concession stand, restrooms, and

a press box at King Road Park. The project began in September 1983, and as of March 31, 1984, \$30,823, or 68 percent of the funds allocated, had been spent. Except for the building complex, which was completed in April 1985, the other project activities were completed by August 1984.

- The city of Valdosta received \$25,000 to upgrade lighting fixtures at three sport facilities at McKey, Pendleton, and Sunset Parks and to construct a press box and concession stand at Scott Park. The project began in October 1983, and \$19,119, or 76 percent of the funds allocated, had been spent as of March 31, 1984. The project was completed in June 1984.
- The city of Moultrie received \$15,000 to further develop an existing city park. The development included (1) clearing, grading, and landscaping, (2) constructing picnic shelters, (3) purchasing playground equipment, (4) constructing paved walkways and a gravel parking area, and (5) installing lighting. The project began in October 1983 and as of March 31, 1984, \$5,764, or 38 percent of the funds allocated, had been spent. The project was completed in August 1984. According to the project manager, heavy rains considerably delayed completion of the project because some of the development took place on a flood plain.

The National Park Service also awarded \$24,000 from its Historic Preservation Fund to the Brooks County Board of Education to restore the exterior, lobby, and auditorium of a 1930 elementary school building in Quitman, Georgia. As of March 31, 1984, the board had spent \$21,706, or 90 percent of the funds awarded. According to the manager, the project began in December 1983 and was completed in July 1984.

No funds expended  
on one project

No funds were spent by March 31, 1984, on one public works project that was allocated \$4,132 by the General Services Administration to install a water pump in the basement of a federal building in Moultrie. According to the project manager, although funding was approved in May 1983, other renovation work prevented beginning installation of the pump until May 1984. Installation was completed in June 1984.

An estimated 165 people employed

Data obtained from project officials indicate that an estimated 165 people were employed on six projects that had begun by March 31, 1984.<sup>4</sup> As of that date, \$333,500 had been spent on these projects. At least 25 of those employed on these projects were previously unemployed; however, information was not readily available to determine how long they had been unemployed. Of the remaining two projects that had begun by March 31, 1984, one had not progressed far enough to provide employment opportunities, and employment data were not readily available for the other project as of that date.

On five projects for which detailed data were available on how long people were employed, 147 people worked an estimated 398 weeks, or an average of 2.7 weeks per person. These people worked on projects that included processing emergency farm loans, planting trees and shrubs, upgrading military family housing units, upgrading lighting fixtures at sport facilities, and constructing a press box and concession stand at a city park.

Characteristic data were readily available for 29 people employed on four projects. According to the project managers, 10 black males, 3 white males, and 3 white females were employed on three projects. On another project, 10 males and 3 females were employed--data on the race of these people were not readily available. These people were employed on projects receiving funds from the Farmers Home Administration, the Small Business Administration, and the Historic Preservation Fund.

Other benefits  
achieved and expected

In addition to the short-term employment opportunities resulting from the projects, other benefits have been and are expected to be provided to the communities. These benefits include providing potential long-term employment opportunities and improvements to housing, recreation facilities, parks, and a historic site. In addition, the Public Law 98-8 moneys funded projects that would not have been funded otherwise.

---

<sup>4</sup>Appendix V summarizes employment data available for six projects that employed people in the five counties of south central Georgia as of March 31, 1984.

Two projects awarded Public Law 98-8 funds by the Department of the Interior have resulted in one permanent employment position and may result in other positions. According to the project manager, improvements to three sports facilities and a park have resulted in one new permanent parks maintenance position. The manager for the project to restore the 1930 elementary school anticipates the school board will most likely hire additional maintenance and security people at the school.

Public Law 98-8 funds also have been used to improve housing, parks, recreational facilities, and a historic site. For example, the Air Force used funds to upgrade 300 family housing units at Moody Air Force Base. Also, the Department of the Interior used Public Law 98-8 funds to restore a school and improve several parks and sports facilities by landscaping, upgrading lighting fixtures, adding playground equipment, and constructing picnic shelters, concession stands, and press boxes.

According to the project managers, Public Law 98-8 moneys were also used to fund two projects that would not have been funded otherwise. The landscaping improvements at the Tift County Recreation Park and the school restoration project would not have been funded had Public Law 98-8 funds not been made available. According to the manager for the school restoration project, Public Law 98-8 funds provided "seed money" to get the project started. She said the community plans to restore the entire building and grounds in future years.

#### EFFORTS TO PROVIDE EMPLOYMENT OPPORTUNITIES TO THE UNEMPLOYED

The act requires federal agencies, states, and political subdivisions of the states to use funds, to the extent practicable, "in a manner which maximizes immediate creation of new employment opportunities to individuals who were unemployed at least fifteen of the twenty-six weeks immediately preceding the date of enactment of this Act"--March 24, 1983. In implementing the act, federal, state, and local efforts varied in providing employment opportunities to the unemployed.

Following are some examples of the efforts made.

--In awarding funds under its Parks and Recreational Area Development Grant Program, the Small Business Administration instructed the administering state agency to assure that expenditures resulted in employment of the

maximum number of unemployed persons. The state agency included the Administration's instructions in its agreements with two grant recipients in the five-county area. One recipient, the city of Moultrie, included a provision in a landscaping contract that, to the greatest extent practicable, the contractor provide employment to the unemployed. Of the 13 people employed, 6 were previously unemployed. According to the project manager, the contractor complained of difficulty in finding reliable unemployed people to do the work. The other grant recipient, the Tift County Board of Commissioners, used the local employment service office to identify unemployed individuals to hire. According to the project manager, all 10 people employed on this project were previously unemployed.

- In awarding its Land and Water Conservation Fund moneys, the National Park Service included the employment provision in its agreement with the state. The state agency administering these funds incorporated the provision in project agreements with grantees, which were executed in July and August 1983. The program manager administering these funds for the state interpreted the provision to mean that grantees should seek to identify persons who have been unemployed for at least 15 of the 26 weeks immediately preceding project approval or the start of recruitment for available jobs.

Because some grantees chose to either ignore this provision or provide token compliance, the state program manager instructed grantees in April 1984 to reserve an amount of their project budgets for employing unemployed persons. According to a state official, the amount to be reserved varied by project depending upon the project's labor intensiveness. The managers of two Land and Water Conservation Fund projects said that contractors had difficulty finding unemployed persons to hire for skilled positions. However, after having received the state's instruction concerning employing the unemployed, the contractors and grantees hired seven unemployed people. Another Land and Water Conservation Fund grantee also hired four unemployed people to comply with the requirement.

PUBLIC LAW 98-8 FUNDED PROJECTS  
IN FIVE COUNTIES OF SOUTH CENTRAL GEORGIA

Federal department/agency	Program/activity	Number of projects	Project(s) description	Location (city/county)	Public Law 98-8 funds <sup>a</sup>		Percent of allocations expended
					Allocated	Expended as of 3-31-84	
<u>Public Works:</u>							
Department of Defense-Military: Department of the Air Force	Family Housing, Air Force-Maintenance	1	Upgrade family housing units	Valdosta	\$3,979,408	\$273,003	7
Department of the Interior: National Park Service	Historic Preservation Fund	1	Restore a 1930 elementary school	Quitman	24,000 <sup>b</sup>	21,706	90
	Land and Water Conservation Fund	3	Improve city parks and sport facilities	Moultrie, Valdosta, and Tift County	85,000 <sup>c</sup>	55,706	66
General Services Administration: Public Building Service	Federal Building Fund: Repairs and Alterations	1	Install water pump in basement of federal building	Moultrie	4,132	0	0
Small Business Administration	Parks and Recreational Area Development Grants	<u>2</u>	Plant trees and shrubs on public owned land	Moultrie and Tift County	<u>15,356<sup>d</sup></u>	<u>13,930</u>	91
Total		<u>8</u>			<u>4,107,896</u>	<u>364,345</u>	9
<u>Public Service:</u>							
Department of Agriculture: Farmers Home Administration	Salaries and Expenses	<u>1</u>	Increase temporary staff-year allocations through September 30, 1983	Tifton and Valdosta	<u>\$ 5,751</u>	<u>\$ 5,751</u>	100
TOTAL		9			<u>\$4,113,647</u>	<u>\$370,096</u>	9

<sup>a</sup>Data were obtained from review of records and discussions with program and project officials.

<sup>b</sup>Total funds awarded to the project, including Public Law 98-8 funds, are \$78,023.

<sup>c</sup>Total funds awarded to the projects, including Public Law 98-8 funds, are \$170,000.

<sup>d</sup>Total funds awarded to the projects, including Public Law 98-8 funds, are \$19,195.

EXPENDITURE STATUS OF PUBLIC LAW 98-8 FUNDS  
ALLOCATED TO PROJECTS IN FIVE COUNTIES OF  
SOUTH CENTRAL GEORGIA AS OF MARCH 31, 1984

<u>Program/activity<sup>a</sup></u>	<u>Number of projects</u>	<u>Public Law 98-8 funds<sup>b</sup></u>		<u>Percent of allocations expended</u>
		<u>Allocated</u>	<u>Expended</u>	
Projects completed:				
Farmers Home Administration - Salaries and Expenses	1	\$ 5,751	\$ 5,751	100
Parks and Recreational Area Development Grants	<u>2</u>	<u>15,356<sup>c</sup></u>	<u>13,930<sup>d</sup></u>	91
Total	<u>3</u>	<u>21,107</u>	<u>19,681</u>	93
Projects partially completed:				
Family Housing, Air Force - Maintenance	1	3,979,408	273,003	7
Historic Preservation Fund	1	24,000 <sup>c</sup>	21,706	90
Land and Water Conservation Fund	<u>3</u>	<u>85,000<sup>c</sup></u>	<u>55,706</u>	66
Total	<u>5</u>	<u>4,088,408</u>	<u>350,415</u>	9
Project not started:				
Federal Building Fund: Repairs and Alterations	<u>1</u>	<u>4,132</u>	<u>0<sup>e</sup></u>	0
TOTAL	<u>9</u>	<u>\$4,113,647</u>	<u>\$370,096</u>	9

<sup>a</sup>See appendix III for the federal department/agency responsible for each program/activity.

<sup>b</sup>Data obtained from review of records and discussions with program and project officials.

<sup>c</sup>Funds, in addition to Public Law 98-8 funds, were awarded to these projects. Footnotes to appendix III provide further details on the amounts awarded.

<sup>d</sup>According to the state program manager, the unspent funds of \$1,426 were returned to the Small Business Administration.

<sup>e</sup>According to the project manager, the project began in May 1984 and was completed in June 1984.



EMPLOYMENT-RELATED DATA FOR PROJECTS FUNDED BY  
PUBLIC LAW 98-8 IN FIVE COUNTIES OF SOUTH CENTRAL

GEORGIA AS OF MARCH 31, 1984<sup>a</sup>

<u>Program/activity<sup>b</sup></u>	<u>Projects with employment data</u>	<u>Number employed</u>	<u>Number previously unemployed<sup>c</sup></u>	<u>Weeks worked</u>	<u>Public Law 98-8 funds expended<sup>d</sup></u>
Farmers Home Administration - Salaries and Expenses	1	3	3	21 <sup>e</sup>	\$ 5,751
Family Housing, Air Force - Maintenance	1	102	2 <sup>f</sup>	301 <sup>f</sup>	273,003
Historic Preservation Fund	1	18	3	9	21,706
Land Water Conservation Fund	1	19	1	25	19,119
Parks and Recreational Area Development Grants	<u>2</u>	<u>23</u>	<u>16</u>	<u>51</u>	<u>13,930</u>
Total	<u>6<sup>h</sup></u>	<u>165</u>	<u>i</u>	<u>i</u>	<u>\$333,509</u>

<sup>a</sup>Includes only those projects that were completed or partially completed by March 31, 1984, and employment data that were readily available or estimated by project managers.

<sup>b</sup>See appendix III for the federal department/agency responsible for each program/activity.

<sup>c</sup>Data provided by project managers or contractors.

<sup>d</sup>Data obtained from review of records and discussions with program and project officials.

<sup>e</sup>Data are estimated.

<sup>f</sup>Of the 102 people, 2 that were employed by the Air Force for an estimated 29 weeks had been previously unemployed. Data were not readily available to determine the prior employment status of the other 100 people employed on the project.

<sup>g</sup>Data not readily available.

<sup>h</sup>Not included is a project that did not employ anyone as of March 31, 1984, because it had not progressed far enough to provide employment opportunities. As of that date, \$5,764 had been spent mostly on purchasing playground equipment.

<sup>i</sup>Totals have not been provided because data were not available for every project.





32328

**AN EQUAL OPPORTUNITY EMPLOYER**

UNITED STATES  
GENERAL ACCOUNTING OFFICE  
WASHINGTON, D.C. 20548

---

OFFICIAL BUSINESS  
PENALTY FOR PRIVATE USE \$300

**BULK RATE  
POSTAGE & FEES PAID  
GAO  
PERMIT No. G100**