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EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

AUG 30 1974

APPROVED
SEP 3-1974
Statement
Issued a/3

MEMORANDUM FOR THE PRESIDENT

To Archives
9/4

Subject: Enrolled Bill S. 1871 - Youth Conservation Corps
Sponsors - Sen. Jackson (D) Washington and
22 others

Last Day for Action

September 3, 1974 - Tuesday

Purpose

Amends the Youth Conservation Corps Act of 1972 (P.L. 92-597) to place the existing pilot State grant program on a permanent basis and to provide an authorization appropriation of \$60 million for each fiscal year.

Agency Recommendations

Office of Management and Budget

Approval (Signing statement attached)

Department of the Interior
Department of Agriculture

Approval
Approval (Signing statement attached)

Discussion

S. 1871 would establish an authorization appropriation of \$60 million for each fiscal year for the Youth Conservation Corps (YCC) in the Department of the Interior and the Department of Agriculture. It would make permanent a pilot program of grants to the States for employment of young men and women to develop, preserve and maintain non-Federal lands and waters within the States. It would permit the two Departments to use Corps members on projects on public lands under the jurisdiction of other Federal agencies in cooperation with the latter.



The annual authorization level of \$60 million for this program is the same level authorized in existing law for fiscal year 1974. The appropriation authorizations in Public Law 92-597 run only through 1974.

The YCC program was funded at \$3.5 million in fiscal year 1973 and \$10 million in fiscal year 1974. The 1975 budget requested \$10,240,000 and that is the amount appropriated by H.R. 16027, the Interior and Related Agencies Appropriations Act, 1975, which is also enrolled.

As introduced, S. 1871 authorized annual appropriations of \$150 million. Interior and Agriculture testified before the Senate Interior Committee recommending that "authorization levels be for such sums as may be necessary. However, if the Committee feels that this program should be continued at the current level of \$60,000,000 the Department would have no objection." They also recommended continuing the pilot State program on a pilot basis.

The YCC program was established in 1970 by P.L. 91-378 as a 3-year pilot program with an annual authorization of \$3.5 million. In 1972, P.L. 92-597 provided permanent basic authority, authorized appropriations of \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974, and established a new pilot program of grants to States. Thirty percent of the amounts appropriated annually for the program was earmarked for grants to the States to provide up to 80 percent of the cost of State-sponsored, YCC projects on non-Federal lands. In 1974 the State grant program was administered on a 50-50 cost sharing basis.

The basic purpose of the YCC is to further the development and maintenance of natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people. In accomplishing this purpose, the YCC is intended to provide gainful employment for American youth in accomplishing development and maintenance work on Federal and non-Federal public lands. It is also intended to improve the environmental understanding of participants.

The Corps is open to all youth without regard to income, race, or sex who have attained the age of 15 but not 19 years of age. Corps members are employed without regard to the civil service or classification laws for a maximum of 90 days during any year. They received a base salary of \$57 per week in 1974.

The 1974 summer participation in the program was about 5,700 in Federal projects. The Departments of the Interior and Agriculture estimate that the value of work done by Corps members exceeds 70 percent of the costs of the program.

This summer was the first year that States have participated under the pilot State grant program with about 4,000 participants in programs in 45 States plus the District of Columbia and several territories.

Arguments for approval

1. Congress, administrators, and YCC participants have generally been highly enthusiastic and supportive of an expanded program. It is reported that the States are also very enthusiastic after one summer's experience.
2. Some useful work and improvements in environmental understanding are accomplished.
3. Employment opportunities are provided for some young people, who although not "bread winners" would have limited employment alternatives.

Arguments against approval

1. Any development and maintenance of Federal land resources accomplished in connection with the YCC could be accomplished more efficiently through funding in established budget accounts for these purposes. The YCC contributes only a small portion of this work, and the multiple objectives of the YCC do not assure that the highest priority work on Federal lands will be accomplished.
2. The State grant program has only operated during this summer and has not yet been evaluated. Consequently, it is premature to make this part of YCC permanent.
3. Questions have been raised concerning the responsibility of the Federal Government to provide "summer camp" experiences for youth without regard to need. The Departments in their reports also raised questions about the program's effectiveness in accomplishing necessary work on Federal lands, on whether the long term effects on participants justify the program, and on alternative kinds, sizes and length of YCC programs.

4. If the recently indicated requirements for a reduced Federal budget are to be met, many popular programs will have to be reduced or terminated. The YCC program is a marginal program which should be terminated. Moreover, it has the potential to grow to hundreds of millions of dollars over the next several years.

Recommendations

Interior and Agriculture strongly recommend approval of the bill. In its views letter on the bill, Agriculture comments:

"In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources."

In its views letter, Interior evaluates the program thus:

"We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

"For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

"The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective."

While we have reservations about this program, which are largely expressed in the section above on arguments for disapproval, we do not believe that they would warrant disapproval of the bill and termination of the program at this time, particularly since the program is being funded at a level jointly concurred in by the Executive branch and the Congress.

In view of our reservations, we would not favor issuance of a laudatory signing statement, but believe it would be desirable to issue one which expresses your intention to review this program along with many others in the current budget reduction effort. A draft of such a statement is attached for your consideration.



Director

Enclosures

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a permanent appropriation authorization of \$60 million annually for YCC on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the need for this particular program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget.

I do intend to reconsider this program among many others in our government-wide review of how to reduce current Federal spending below \$300 billion. I hope the Congress will join with me in achieving that goal.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

AUG 29 1974

Dear Mr. Ash:

This responds to your request for the views of this Department on the enrolled bill S. 1871 "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

We strongly recommend that the bill be approved by the President.

S. 1871 would amend the "Youth Conservation Corps" Act of 1972 to authorize annual appropriations in the amount of \$60,000,000 for the "Youth Conservation Corps" (YCC) established within the Departments of the Interior and Agriculture. It would further amend the 1972 Act by authorizing the Secretaries of these two Departments to establish jointly a permanent program for grants-in-aid to the States to assist them in the meeting of costs of projects conducted by YCC members within those States. S. 1871 would also authorize the Secretaries to determine, with other Federal agencies, the areas under their jurisdiction which are appropriate for conducting programs with YCC members, thus permitting work to be performed on all Federal lands as well as those under the administrative jurisdiction of the Interior and Agriculture Departments.

The Department of the Interior has been pleased with the progress of the YCC pilot program the last three years. We are jointly operating, with the Department of Agriculture, 102 camps accommodating over 3,500 young men and women from all of the 50 States, the District of Columbia, American Samoa, the Virgin Islands, and Puerto Rico. Most of these camps are residential and coeducational.

We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities



'76

Let's Clean Up America For Our 200th Birthday

as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective.

Sincerely yours,

Roystan C. Hughes
Assistant Secretary of the Interior

Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D.C. 20503



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

Honorable Roy L. Ash
Director, Office of Management
and Budget

August 28, 1974

Dear Mr. Ash:

As you requested, here are our views on the enrolled enactment S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps and for other purposes."

This Department strongly recommends that the President approve the enactment.

S. 1871 would authorize the Secretaries of Agriculture and the Interior to establish a Youth Conservation Corps (YCC). Under the bill, youth of both sexes between 15 and 19 years of age representing all social, economic, and racial classifications would be eligible for employment in the Corps. The bill would also direct the Secretaries to jointly establish a grant program to assist the States in establishing and operating YCC programs on non-Federal public lands and waters within the States. Thirty percent of the funds available under the bill would be provided as grants to the States. Total appropriations would not exceed \$60 million for each fiscal year.

The Youth Conservation Corps was first established as a three-year pilot project by P.L. 91-378 with an annual appropriations authorization of \$3.5 million. Under P.L. 92-597, the federal aspect of the YCC program was made permanent, and the YCC program was expanded to include a pilot State-grant program with 30 percent of the appropriated funds to be provided as grants to the States. P.L. 92-597 also increased the authorization to \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974. The effect of the enrolled enactment S. 1871 is to provide a permanent authorization level of \$60 million and to make the State-grant program a permanent aspect of the YCC program.

In the four summers of operating the Youth Conservation Corps program, the Departments of Agriculture and the Interior have demonstrated the values of providing youth employment and learning opportunities through conservation work on the public lands. Our statistics are not completed for the 1974 program, but from 1971 through 1973 we enrolled 9,681 youths in the YCC program. The total funding for these years was \$9.5 million. In these years \$8,073,179 of high-priority conservation work was accomplished on Federal lands. In addition, an independent evaluation by the University of Michigan in 1972 indicated that Corps members made gains in environmental knowledge approximately equal to what would be gained in a full year of environmental studies in high school.

Honorable Roy L. Ash

2

Based on detailed evaluation of the program, we recommend the Youth Conservation Corps as a worthwhile and valuable Federal endeavor which should be continued. From the initial pilot program in 1971, the Youth Conservation Corps program has been carefully developed with gradual increases in program and funding levels. In the four years of administering the Corps, the Departments of Agriculture and the Interior have developed a solid base of administrative experience and expertise on which to build a permanent program. In our reports on this legislation we indicated to the Congress that while we preferred authorization for "such sums as may be necessary" for the permanent program, we would have no objection to continuing the YCC program at the 1974 authorization of \$60 million.

In regard to continuing the State-grant aspect of the YCC program, we have had no serious difficulties in implementing this program this year and are confident that it will be highly successful.

In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources.

We urge the President to approve the enactment. A proposed signing message is enclosed for his consideration.

Sincerely,



J. Phil Campbell
Under Secretary

Enclosure

Proposed Signing Statement

TO THE CONGRESS:

Today I am pleased to sign S. 1871, a bill to provide for a permanent Youth Conservation Corps program.

Since its beginning as a pilot program in 1971, the Youth Conservation Corps has enjoyed enthusiastic support from the public and the Congress. The Youth Conservation Corps is a work-learning program for young people between the ages of 15 and 19. It provides much needed summer employment opportunities for American youth. It teaches them to appreciate our natural environment and allows them to learn first hand of the challenges and complexities involved in managing and conserving our natural resources and our public lands. The YCC program has accomplished millions of dollars worth of high-priority conservation work on our public forests, parks, and refuges.

The Youth Conservation Corps began as a pilot program in 1971 on Federal lands. In 1972 the Act was amended to make one-third of the funds available for State-grant projects. In the four years of the program some 15,359 youths have been enrolled in Youth Conservation Corps programs on Federal lands. In addition, approximately 5,000 young people participated in the State Youth Conservation Corps projects this summer. From 1971 to 1973 the Corps accomplished over \$8 million worth of

high priority conservation work on Federal lands. The program has been carefully evaluated for the past four years and has proven to be highly successful in attaining conservation work and educational objectives.

I believe now is the time to make this a permanent program. By so doing, we are making a long-term investment in two of America's most important resources--her youth and her public lands. Both will benefit substantially from this program and so in turn will the Nation as a whole.

THE WHITE HOUSE
WASHINGTON

ENROLLED BILL

SUBJECT: Enrolled Bill S. 1871 - Youth

Conservation Corps

<u>Name</u>	<u>Approval</u>	<u>Date</u>
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<u>James Cavanaugh</u>	Yes	
<u>Michael Duval</u>	Yes	
<u>Phil Buchen</u>	Yes	
<u>Bill Timmons</u>	Yes	
<u>Paul Theis</u>	Yes	
<u>Ken Cole</u>	C	
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Comments:

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 599

Date: August 30, 1974

Time:

3:30 p.m.

FOR ACTION: ✓ James Cavanaugh
✓ Michael Duval
✓ Phil Buchen
✓ Bill Timmons
✓ Paul Theis

FROM THE STAFF SECRETARY

cc (for information): Warren K. Hendriks
Jerry Jones

DUE: Date: Monday, September 2, 1974 Time: 2:00 p.m.

SUBJECT: Enrolled Bill S. 1871 - Youth Conservation Corps

ACTION REQUESTED:

- | | |
|---|--|
| <input type="checkbox"/> For Necessary Action | <input checked="" type="checkbox"/> For Your Recommendations |
| <input type="checkbox"/> Prepare Agenda and Brief | <input type="checkbox"/> Draft Reply |
| <input type="checkbox"/> For Your Comments | <input type="checkbox"/> Draft Remarks |

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.
For the President

To
Harry Hendriks
8-30-74

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 30 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 1871 - Youth Conservation Corps
Sponsors - Sen. Jackson (D) Washington and
22 others

Last Day for Action

September 3, 1974 - Tuesday

Purpose

Amends the Youth Conservation Corps Act of 1972 (P.L. 92-597) to place the existing pilot State grant program on a permanent basis and to provide an authorization appropriation of \$60 million for each fiscal year.

Agency Recommendations

Office of Management and Budget

Approval (Signing statement attached)

Department of the Interior

Approval

Department of Agriculture

Approval (Signing statement attached)

Discussion

S. 1871 would establish an authorization appropriation of \$60 million for each fiscal year for the Youth Conservation Corps (YCC) in the Department of the Interior and the Department of Agriculture. It would make permanent a pilot program of grants to the States for employment of young men and women to develop, preserve and maintain non-Federal lands and waters within the States. It would permit the two Departments to use Corps members on projects on public lands under the jurisdiction of other Federal agencies in cooperation with the latter.

The annual authorization level of \$60 million for this program is the same level authorized in existing law for fiscal year 1974. The appropriation authorizations in Public Law 92-597 run only through 1974.

The YCC program was funded at \$3.5 million in fiscal year 1973 and \$10 million in fiscal year 1974. The 1975 budget requested \$10,240,000 and that is the amount appropriated by H.R. 16027, the Interior and Related Agencies Appropriations Act, 1975, which is also enrolled.

As introduced, S. 1871 authorized annual appropriations of \$150 million. Interior and Agriculture testified before the Senate Interior Committee recommending that "authorization levels be for such sums as may be necessary. However, if the Committee feels that this program should be continued at the current level of \$60,000,000 the Department would have no objection." They also recommended continuing the pilot State program on a pilot basis.

The YCC program was established in 1970 by P.L. 91-378 as a 3-year pilot program with an annual authorization of \$3.5 million. In 1972, P.L. 92-597 provided permanent basic authority, authorized appropriations of \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974, and established a new pilot program of grants to States. Thirty percent of the amounts appropriated annually for the program was earmarked for grants to the States to provide up to 80 percent of the cost of State-sponsored, YCC projects on non-Federal lands. In 1974 the State grant program was administered on a 50-50 cost sharing basis.

The basic purpose of the YCC is to further the development and maintenance of natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people. In accomplishing this purpose, the YCC is intended to provide gainful employment for American youth in accomplishing development and maintenance work on Federal and non-Federal public lands. It is also intended to improve the environmental understanding of participants.

The Corps is open to all youth without regard to income, race, or sex who have attained the age of 15 but not 19 years of age. Corps members are employed without regard to the civil service or classification laws for a maximum of 90 days during any year. They received a base salary of \$57 per week in 1974.

The 1974 summer participation in the program was about 5,700 in Federal projects. The Departments of the Interior and Agriculture estimate that the value of work done by Corps members exceeds 70 percent of the costs of the program.

This summer was the first year that States have participated under the pilot State grant program with about 4,000 participants in programs in 45 States plus the District of Columbia and several territories.

Arguments for approval

1. Congress, administrators, and YCC participants have generally been highly enthusiastic and supportive of an expanded program. It is reported that the States are also very enthusiastic after one summer's experience.
2. Some useful work and improvements in environmental understanding are accomplished.
3. Employment opportunities are provided for some young people, who although not "bread winners" would have limited employment alternatives.

Arguments against approval

1. Any development and maintenance of Federal land resources accomplished in connection with the YCC could be accomplished more efficiently through funding in established budget accounts for these purposes. The YCC contributes only a small portion of this work, and the multiple objectives of the YCC do not assure that the highest priority work on Federal lands will be accomplished.
2. The State grant program has only operated during this summer and has not yet been evaluated. Consequently, it is premature to make this part of YCC permanent.
3. Questions have been raised concerning the responsibility of the Federal Government to provide "summer camp" experiences for youth without regard to need. The Departments in their reports also raised questions about the program's effectiveness in accomplishing necessary work on Federal lands, on whether the long term effects on participants justify the program, and on alternative kinds, sizes and length of YCC programs.

4. If the recently indicated requirements for a reduced Federal budget are to be met, many popular programs will have to be reduced or terminated. The YCC program is a marginal program which should be terminated. Moreover, it has the potential to grow to hundreds of millions of dollars over the next several years.

Recommendations

Interior and Agriculture strongly recommend approval of the bill. In its views letter on the bill, Agriculture comments:

"In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources."

In its views letter, Interior evaluates the program thus:

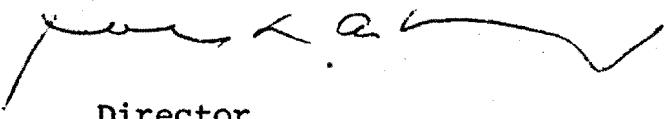
"We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

"For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

"The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective."

While we have reservations about this program, which are largely expressed in the section above on arguments for disapproval, we do not believe that they would warrant disapproval of the bill and termination of the program at this time, particularly since the program is being funded at a level jointly concurred in by the Executive branch and the Congress.

In view of our reservations, we would not favor issuance of a laudatory signing statement, but believe it would be desirable to issue one which expresses your intention to review this program along with many others in the current budget reduction effort. A draft of such a statement is attached for your consideration.



James L. A. Garfield

Director

Enclosures

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a permanent appropriation authorization of \$60 million annually for YCC on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the need for this particular program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget.

I do intend to reconsider this program among many others in our government-wide review of how to reduce current Federal spending below \$300 billion. I hope the Congress will join with me in achieving that goal.

THE WHITE HOUSE

WASHINGTON

September 2, 1974

MEMORANDUM FOR: MR. WARREN HENDRIKS
FROM: WILLIAM E. TIMMONS *POT*
SUBJECT: Action Memorandum - Log No. 559
Enrolled Bill S. 1871 - Youth
Conservation Corps

The Office of Legislative Affairs concurs in the attached proposal and has no additional recommendations.

Attachment

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 559

Date: August 30, 1974

Time: 3:30 p. m.

FOR ACTION: James Cavanaugh

cc (for information): Warren K. Hendriks
Michael Duval
Jerry Jones~~Phil Buchen~~~~Bill Timmons~~~~Paul Theis~~

FROM THE STAFF SECRETARY

DUE: Date: Monday, September 2, 1974 Time: 2:00 p. m.

SUBJECT: Enrolled Bill S. 1871 - Youth Conservation Corps

ACTION REQUESTED:

 For Necessary Action For Your Recommendations Prepare Agenda and Brief Draft Reply For Your Comments Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a
delay in submitting the required material, please
telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

AUG 30 1974

MEMORANDUM FOR THE PRESIDENT

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Department of Agriculture

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4. If the recently indicated requirements for a reduced Federal budget are to be met, many popular programs will have to be reduced or terminated. The YCC program is a marginal program which should be terminated. Moreover, it has the potential to grow to hundreds of millions of dollars over the next several years.

Recommendations

Interior and Agriculture strongly recommend approval of the bill. In its views letter on the bill, Agriculture comments:

"In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources."

In its views letter, Interior evaluates the program thus:

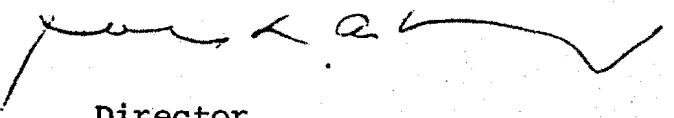
"We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

"For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

"The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective."

While we have reservations about this program, which are largely expressed in the section above on arguments for disapproval, we do not believe that they would warrant disapproval of the bill and termination of the program at this time, particularly since the program is being funded at a level jointly concurred in by the Executive branch and the Congress.

In view of our reservations, we would not favor issuance of a laudatory signing statement, but believe it would be desirable to issue one which expresses your intention to review this program along with many others in the current budget reduction effort. A draft of such a statement is attached for your consideration.



James L. A. Kerasi

Director

Enclosures

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a permanent appropriation authorization of \$60 million annually for YCC on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the need for this particular program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget.

I do intend to reconsider this program among many others in our government-wide review of how to reduce current Federal spending below \$300 billion. I hope the Congress will join with me in achieving that goal.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

AUG 23 1974

Dear Mr. Ash:

This responds to your request for the views of this Department on the enrolled bill S. 1871 "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

We strongly recommend that the bill be approved by the President.

S. 1871 would amend the "Youth Conservation Corps" Act of 1972 to authorize annual appropriations in the amount of \$60,000,000 for the "Youth Conservation Corps" (YCC) established within the Departments of the Interior and Agriculture. It would further amend the 1972 Act by authorizing the Secretaries of these two Departments to establish jointly a permanent program for grants-in-aid to the States to assist them in the meeting of costs of projects conducted by YCC members within those States. S. 1871 would also authorize the Secretaries to determine, with other Federal agencies, the areas under their jurisdiction which are appropriate for conducting programs with YCC members, thus permitting work to be performed on all Federal lands as well as those under the administrative jurisdiction of the Interior and Agriculture Departments.

The Department of the Interior has been pleased with the progress of the YCC pilot program the last three years. We are jointly operating, with the Department of Agriculture, 102 camps accommodating over 3,500 young men and women from all of the 50 States, the District of Columbia, American Samoa, the Virgin Islands, and Puerto Rico. Most of these camps are residential and coeducational.

We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities



as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective.

Sincerely yours,

Rogster C. Hughes
Assistant Secretary of the Interior

Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D.C. 20503



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

Honorable Roy L. Ash
Director, Office of Management
and Budget

August 28, 1974

Dear Mr. Ash:

As you requested, here are our views on the enrolled enactment S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps and for other purposes."

This Department strongly recommends that the President approve the enactment.

S. 1871 would authorize the Secretaries of Agriculture and the Interior to establish a Youth Conservation Corps (YCC). Under the bill, youth of both sexes between 15 and 19 years of age representing all social, economic, and racial classifications would be eligible for employment in the Corps. The bill would also direct the Secretaries to jointly establish a grant program to assist the States in establishing and operating YCC programs on non-Federal public lands and waters within the States. Thirty percent of the funds available under the bill would be provided as grants to the States. Total appropriations would not exceed \$60 million for each fiscal year.

The Youth Conservation Corps was first established as a three-year pilot project by P.L. 91-378 with an annual appropriations authorization of \$3.5 million. Under P.L. 92-597, the federal aspect of the YCC program was made permanent, and the YCC program was expanded to include a pilot State-grant program with 30 percent of the appropriated funds to be provided as grants to the States. P.L. 92-597 also increased the authorization to \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974. The effect of the enrolled enactment S. 1871 is to provide a permanent authorization level of \$60 million and to make the State-grant program a permanent aspect of the YCC program.

In the four summers of operating the Youth Conservation Corps program, the Departments of Agriculture and the Interior have demonstrated the values of providing youth employment and learning opportunities through conservation work on the public lands. Our statistics are not completed for the 1974 program, but from 1971 through 1973 we enrolled 9,681 youths in the YCC program. The total funding for these years was \$9.5 million. In these years \$8,073,179 of high-priority conservation work was accomplished on Federal lands. In addition, an independent evaluation by the University of Michigan in 1972 indicated that Corps members made gains in environmental knowledge approximately equal to what would be gained in a full year of environmental studies in high school.

Honorable Roy L. Ash

2

Based on detailed evaluation of the program, we recommend the Youth Conservation Corps as a worthwhile and valuable Federal endeavor which should be continued. From the initial pilot program in 1971, the Youth Conservation Corps program has been carefully developed with gradual increases in program and funding levels. In the four years of administering the Corps, the Departments of Agriculture and the Interior have developed a solid base of administrative experience and expertise on which to build a permanent program. In our reports on this legislation we indicated to the Congress that while we preferred authorization for "such sums as may be necessary" for the permanent program, we would have no objection to continuing the YCC program at the 1974 authorization of \$60 million.

In regard to continuing the State-grant aspect of the YCC program, we have had no serious difficulties in implementing this program this year and are confident that it will be highly successful.

In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources.

We urge the President to approve the enactment. A proposed signing message is enclosed for his consideration.

Sincerely,



J. Phil Campbell
Under Secretary

Enclosure

Proposed Signing Statement

TO THE CONGRESS:

Today I am pleased to sign S. 1871, a bill to provide for a permanent Youth Conservation Corps program.

Since its beginning as a pilot program in 1971, the Youth Conservation Corps has enjoyed enthusiastic support from the public and the Congress. The Youth Conservation Corps is a work-learning program for young people between the ages of 15 and 19. It provides much needed summer employment opportunities for American youth. It teaches them to appreciate our natural environment and allows them to learn first hand of the challenges and complexities involved in managing and conserving our natural resources and our public lands. The YCC program has accomplished millions of dollars worth of high-priority conservation work on our public forests, parks, and refuges.

The Youth Conservation Corps began as a pilot program in 1971 on Federal lands. In 1972 the Act was amended to make one-third of the funds available for State-grant projects. In the four years of the program some 15,359 youths have been enrolled in Youth Conservation Corps programs on Federal lands. In addition, approximately 5,000 young people participated in the State Youth Conservation Corps projects this summer. From 1971 to 1973 the Corps accomplished over \$8 million worth of

high priority conservation work on Federal lands. The program has been carefully evaluated for the past four years and has proven to be highly successful in attaining conservation work and educational objectives.

I believe now is the time to make this a permanent program. By so doing, we are making a long-term investment in two of America's most important resources--her youth and her public lands. Both will benefit substantially from this program and so in turn will the Nation as a whole.

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 559

Date: August 30, 1974

Time: 3:30 p.m.

FOR ACTION: James Cavanaugh
Michael Duval
Phil Buchen
Bill Timmons
Paul Theis

FROM THE STAFF SECRETARY

cc (for information): Warren K. Hendriks
Jerry Jones

DUE: Date: Monday, September 2, 1974 Time: 2:00 p.m.

SUBJECT: Enrolled Bill S. 1871 - Youth Conservation Corps

ACTION REQUESTED:

- For Necessary Action
 Prepare Agenda and Brief
 For Your Comments

- For Your Recommendations
 Draft Reply
 Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 559

Date: August 30, 1974

Time: 3:30 p.m.

FOR ACTION: James Cavanaugh

cc (for information): Warren K. Hendriks

Michael Duval

Jerry Jones

Phil Buchen

Bill Timmons

~~✓ Paul Theis~~

FROM THE STAFF SECRETARY

DUE: Date: Monday, September 2, 1974 Time: 2:00 p.m.

SUBJECT: Enrolled Bill S. 1871 - Youth Conservation Corps

ACTION REQUESTED:

 For Necessary Action For Your Recommendations Prepare Agenda and Brief Draft Reply For Your Comments Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

*Return to Hendrik -
no recommendations.
RAT*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

AUG 30 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 1871 - Youth Conservation Corps
Sponsors - Sen. Jackson (D) Washington and
22 others

Last Day for Action

September 3, 1974 - Tuesday

Purpose

Amends the Youth Conservation Corps Act of 1972 (P.L. 92-597) to place the existing pilot State grant program on a permanent basis and to provide an authorization appropriation of \$60 million for each fiscal year.

Agency Recommendations

Office of Management and Budget

Approval (Signing statement attached)

Department of the Interior

Approval

Department of Agriculture

Approval (Signing statement attached)

Discussion

S. 1871 would establish an authorization appropriation of \$60 million for each fiscal year for the Youth Conservation Corps (YCC) in the Department of the Interior and the Department of Agriculture. It would make permanent a pilot program of grants to the States for employment of young men and women to develop, preserve and maintain non-Federal lands and waters within the States. It would permit the two Departments to use Corps members on projects on public lands under the jurisdiction of other Federal agencies in cooperation with the latter.

The annual authorization level of \$60 million for this program is the same level authorized in existing law for fiscal year 1974. The appropriation authorizations in Public Law 92-597 run only through 1974.

The YCC program was funded at \$3.5 million in fiscal year 1973 and \$10 million in fiscal year 1974. The 1975 budget requested \$10,240,000 and that is the amount appropriated by H.R. 16027, the Interior and Related Agencies Appropriations Act, 1975, which is also enrolled.

As introduced, S. 1871 authorized annual appropriations of \$150 million. Interior and Agriculture testified before the Senate Interior Committee recommending that "authorization levels be for such sums as may be necessary. However, if the Committee feels that this program should be continued at the current level of \$60,000,000 the Department would have no objection." They also recommended continuing the pilot State program on a pilot basis.

The YCC program was established in 1970 by P.L. 91-378 as a 3-year pilot program with an annual authorization of \$3.5 million. In 1972, P.L. 92-597 provided permanent basic authority, authorized appropriations of \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974, and established a new pilot program of grants to States. Thirty percent of the amounts appropriated annually for the program was earmarked for grants to the States to provide up to 80 percent of the cost of State-sponsored, YCC projects on non-Federal lands. In 1974 the State grant program was administered on a 50-50 cost sharing basis.

The basic purpose of the YCC is to further the development and maintenance of natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people. In accomplishing this purpose, the YCC is intended to provide gainful employment for American youth in accomplishing development and maintenance work on Federal and non-Federal public lands. It is also intended to improve the environmental understanding of participants.

The Corps is open to all youth without regard to income, race, or sex who have attained the age of 15 but not 19 years of age. Corps members are employed without regard to the civil service or classification laws for a maximum of 90 days during any year. They received a base salary of \$57 per week in 1974.

The 1974 summer participation in the program was about 5,700 in Federal projects. The Departments of the Interior and Agriculture estimate that the value of work done by Corps members exceeds 70 percent of the costs of the program.

This summer was the first year that States have participated under the pilot State grant program with about 4,000 participants in programs in 45 States plus the District of Columbia and several territories.

Arguments for approval

1. Congress, administrators, and YCC participants have generally been highly enthusiastic and supportive of an expanded program. It is reported that the States are also very enthusiastic after one summer's experience.
2. Some useful work and improvements in environmental understanding are accomplished.
3. Employment opportunities are provided for some young people, who although not "bread winners" would have limited employment alternatives.

Arguments against approval

1. Any development and maintenance of Federal land resources accomplished in connection with the YCC could be accomplished more efficiently through funding in established budget accounts for these purposes. The YCC contributes only a small portion of this work, and the multiple objectives of the YCC do not assure that the highest priority work on Federal lands will be accomplished.
2. The State grant program has only operated during this summer and has not yet been evaluated. Consequently, it is premature to make this part of YCC permanent.
3. Questions have been raised concerning the responsibility of the Federal Government to provide "summer camp" experiences for youth without regard to need. The Departments in their reports also raised questions about the program's effectiveness in accomplishing necessary work on Federal lands, on whether the long term effects on participants justify the program, and on alternative kinds, sizes and length of YCC programs.

4. If the recently indicated requirements for a reduced Federal budget are to be met, many popular programs will have to be reduced or terminated. The YCC program is a marginal program which should be terminated. Moreover, it has the potential to grow to hundreds of millions of dollars over the next several years.

Recommendations

Interior and Agriculture strongly recommend approval of the bill. In its views letter on the bill, Agriculture comments:

"In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources."

In its views letter, Interior evaluates the program thus:

"We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

"For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

"The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective."

While we have reservations about this program, which are largely expressed in the section above on arguments for disapproval, we do not believe that they would warrant disapproval of the bill and termination of the program at this time, particularly since the program is being funded at a level jointly concurred in by the Executive branch and the Congress.

In view of our reservations, we would not favor issuance of a laudatory signing statement, but believe it would be desirable to issue one which expresses your intention to review this program along with many others in the current budget reduction effort. A draft of such a statement is attached for your consideration.



James L. Quayle

Director

Enclosures

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a permanent appropriation authorization of \$60 million annually for YCC on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the need for this particular program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget.

I do intend to reconsider this program among many others in our government-wide review of how to reduce current Federal spending below \$300 billion. I hope the Congress will join with me in achieving that goal.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

AUG 23 1974

Dear Mr. Ash:

This responds to your request for the views of this Department on the enrolled bill S. 1871 "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

We strongly recommend that the bill be approved by the President.

S. 1871 would amend the "Youth Conservation Corps" Act of 1972 to authorize annual appropriations in the amount of \$60,000,000 for the "Youth Conservation Corps" (YCC) established within the Departments of the Interior and Agriculture. It would further amend the 1972 Act by authorizing the Secretaries of these two Departments to establish jointly a permanent program for grants-in-aid to the States to assist them in the meeting of costs of projects conducted by YCC members within those States. S. 1871 would also authorize the Secretaries to determine, with other Federal agencies, the areas under their jurisdiction which are appropriate for conducting programs with YCC members, thus permitting work to be performed on all Federal lands as well as those under the administrative jurisdiction of the Interior and Agriculture Departments.

The Department of the Interior has been pleased with the progress of the YCC pilot program the last three years. We are jointly operating, with the Department of Agriculture, 102 camps accommodating over 3,500 young men and women from all of the 50 States, the District of Columbia, American Samoa, the Virgin Islands, and Puerto Rico. Most of these camps are residential and coeducational.

We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

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as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective.

Sincerely yours,

Roystan C. Hughes
Assistant Secretary of the Interior

Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D.C. 20503



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

Honorable Roy L. Ash
Director, Office of Management
and Budget

August 28, 1974

Dear Mr. Ash:

As you requested, here are our views on the enrolled enactment S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps and for other purposes."

This Department strongly recommends that the President approve the enactment.

S. 1871 would authorize the Secretaries of Agriculture and the Interior to establish a Youth Conservation Corps (YCC). Under the bill, youth of both sexes between 15 and 19 years of age representing all social, economic, and racial classifications would be eligible for employment in the Corps. The bill would also direct the Secretaries to jointly establish a grant program to assist the States in establishing and operating YCC programs on non-Federal public lands and waters within the States. Thirty percent of the funds available under the bill would be provided as grants to the States. Total appropriations would not exceed \$60 million for each fiscal year.

The Youth Conservation Corps was first established as a three-year pilot project by P.L. 91-378 with an annual appropriations authorization of \$3.5 million. Under P.L. 92-597, the federal aspect of the YCC program was made permanent, and the YCC program was expanded to include a pilot State-grant program with 30 percent of the appropriated funds to be provided as grants to the States. P.L. 92-597 also increased the authorization to \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974. The effect of the enrolled enactment S. 1871 is to provide a permanent authorization level of \$60 million and to make the State-grant program a permanent aspect of the YCC program.

In the four summers of operating the Youth Conservation Corps program, the Departments of Agriculture and the Interior have demonstrated the values of providing youth employment and learning opportunities through conservation work on the public lands. Our statistics are not completed for the 1974 program, but from 1971 through 1973 we enrolled 9,681 youths in the YCC program. The total funding for these years was \$9.5 million. In these years \$8,073,179 of high-priority conservation work was accomplished on Federal lands. In addition, an independent evaluation by the University of Michigan in 1972 indicated that Corps members made gains in environmental knowledge approximately equal to what would be gained in a full year of environmental studies in high school.

Honorable Roy L. Ash

2

Based on detailed evaluation of the program, we recommend the Youth Conservation Corps as a worthwhile and valuable Federal endeavor which should be continued. From the initial pilot program in 1971, the Youth Conservation Corps program has been carefully developed with gradual increases in program and funding levels. In the four years of administering the Corps, the Departments of Agriculture and the Interior have developed a solid base of administrative experience and expertise on which to build a permanent program. In our reports on this legislation we indicated to the Congress that while we preferred authorization for "such sums as may be necessary" for the permanent program, we would have no objection to continuing the YCC program at the 1974 authorization of \$60 million.

In regard to continuing the State-grant aspect of the YCC program, we have had no serious difficulties in implementing this program this year and are confident that it will be highly successful.

In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources.

We urge the President to approve the enactment. A proposed signing message is enclosed for his consideration.

Sincerely,



J. Phil Campbell
Under Secretary

Enclosure

Proposed Signing Statement

TO THE CONGRESS:

Today I am pleased to sign S. 1871, a bill to provide for a permanent Youth Conservation Corps program.

Since its beginning as a pilot program in 1971, the Youth Conservation Corps has enjoyed enthusiastic support from the public and the Congress. The Youth Conservation Corps is a work-learning program for young people between the ages of 15 and 19. It provides much needed summer employment opportunities for American youth. It teaches them to appreciate our natural environment and allows them to learn first hand of the challenges and complexities involved in managing and conserving our natural resources and our public lands. The YCC program has accomplished millions of dollars worth of high-priority conservation work on our public forests, parks, and refuges.

The Youth Conservation Corps began as a pilot program in 1971 on Federal lands. In 1972 the Act was amended to make one-third of the funds available for State-grant projects. In the four years of the program some 15,359 youths have been enrolled in Youth Conservation Corps programs on Federal lands. In addition, approximately 5,000 young people participated in the State Youth Conservation Corps projects this summer. From 1971 to 1973 the Corps accomplished over \$8 million worth of

high priority conservation work on Federal lands. The program has been carefully evaluated for the past four years and has proven to be highly successful in attaining conservation work and educational objectives.

I believe now is the time to make this a permanent program. By so doing, we are making a long-term investment in two of America's most important resources--her youth and her public lands. Both will benefit substantially from this program and so in turn will the Nation as a whole.

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 559

Date: August 30, 1974

Time: 3:30 p.m.

FOR ACTION: James Cavanaugh

cc (for information): Warren K. Hendriks
Michael Duval

Phil Buchen

Bill Timmons

Paul Theis

FROM THE STAFF SECRETARY

DUE: Date: Monday, September 2, 1974 Time: 2:00 p.m.

SUBJECT: Enrolled Bill S. 1871 - Youth Conservation Corps

ACTION REQUESTED:

 For Necessary Action For Your Recommendations Prepare Agenda and Brief Draft Reply For Your Comments Draft RemarksREMARKS: OK. (I sent changes on signing
statement - covered by OMB
Please return to Kathy Tindle - West Wing to Theis.)

M. Duval
1/2

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a
delay in submitting the required material, please
telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

AUG 30 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 1871 - Youth Conservation Corps
Sponsors - Sen. Jackson (D) Washington and
22 others

Last Day for Action

September 3, 1974 - Tuesday

Purpose

Amends the Youth Conservation Corps Act of 1972 (P.L. 92-597) to place the existing pilot State grant program on a permanent basis and to provide an authorization appropriation of \$60 million for each fiscal year.

Agency Recommendations

Office of Management and Budget

Approval (Signing statement attached)

Department of the Interior
Department of Agriculture

Approval
Approval (Signing statement attached)

Discussion

S. 1871 would establish an authorization appropriation of \$60 million for each fiscal year for the Youth Conservation Corps (YCC) in the Department of the Interior and the Department of Agriculture. It would make permanent a pilot program of grants to the States for employment of young men and women to develop, preserve and maintain non-Federal lands and waters within the States. It would permit the two Departments to use Corps members on projects on public lands under the jurisdiction of other Federal agencies in cooperation with the latter.

The annual authorization level of \$60 million for this program is the same level authorized in existing law for fiscal year 1974. The appropriation authorizations in Public Law 92-597 run only through 1974.

The YCC program was funded at \$3.5 million in fiscal year 1973 and \$10 million in fiscal year 1974. The 1975 budget requested \$10,240,000 and that is the amount appropriated by H.R. 16027, the Interior and Related Agencies Appropriations Act, 1975, which is also enrolled.

As introduced, S. 1871 authorized annual appropriations of \$150 million. Interior and Agriculture testified before the Senate Interior Committee recommending that "authorization levels be for such sums as may be necessary. However, if the Committee feels that this program should be continued at the current level of \$60,000,000 the Department would have no objection." They also recommended continuing the pilot State program on a pilot basis.

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The basic purpose of the YCC is to further the development and maintenance of natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people. In accomplishing this purpose, the YCC is intended to provide gainful employment for American youth in accomplishing development and maintenance work on Federal and non-Federal public lands. It is also intended to improve the environmental understanding of participants.

The Corps is open to all youth without regard to income, race, or sex who have attained the age of 15 but not 19 years of age. Corps members are employed without regard to the civil service or classification laws for a maximum of 90 days during any year. They received a base salary of \$57 per week in 1974.

The 1974 summer participation in the program was about 5,700 in Federal projects. The Departments of the Interior and Agriculture estimate that the value of work done by Corps members exceeds 70 percent of the costs of the program.

This summer was the first year that States have participated under the pilot State grant program with about 4,000 participants in programs in 45 States plus the District of Columbia and several territories.

Arguments for approval

1. Congress, administrators, and YCC participants have generally been highly enthusiastic and supportive of an expanded program. It is reported that the States are also very enthusiastic after one summer's experience.
2. Some useful work and improvements in environmental understanding are accomplished.
3. Employment opportunities are provided for some young people, who although not "bread winners" would have limited employment alternatives.

Arguments against approval

1. Any development and maintenance of Federal land resources accomplished in connection with the YCC could be accomplished more efficiently through funding in established budget accounts for these purposes. The YCC contributes only a small portion of this work, and the multiple objectives of the YCC do not assure that the highest priority work on Federal lands will be accomplished.
2. The State grant program has only operated during this summer and has not yet been evaluated. Consequently, it is premature to make this part of YCC permanent.
3. Questions have been raised concerning the responsibility of the Federal Government to provide "summer camp" experiences for youth without regard to need. The Departments in their reports also raised questions about the program's effectiveness in accomplishing necessary work on Federal lands, on whether the long term effects on participants justify the program, and on alternative kinds, sizes and length of YCC programs.

4. If the recently indicated requirements for a reduced Federal budget are to be met, many popular programs will have to be reduced or terminated. The YCC program is a marginal program which should be terminated. Moreover, it has the potential to grow to hundreds of millions of dollars over the next several years.

Recommendations

Interior and Agriculture strongly recommend approval of the bill. In its views letter on the bill, Agriculture comments:

"In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources."

In its views letter, Interior evaluates the program thus:

"We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

"For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

"The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective."

While we have reservations about this program, which are largely expressed in the section above on arguments for disapproval, we do not believe that they would warrant disapproval of the bill and termination of the program at this time, particularly since the program is being funded at a level jointly concurred in by the Executive branch and the Congress.

In view of our reservations, we would not favor issuance of a laudatory signing statement, but believe it would be desirable to issue one which expresses your intention to review this program along with many others in the current budget reduction effort. A draft of such a statement is attached for your consideration.

John L. Quigley
Director

Enclosures



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

AUG 23 1974

Dear Mr. Ash:

This responds to your request for the views of this Department on the enrolled bill S. 1871 "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

We strongly recommend that the bill be approved by the President.

S. 1871 would amend the "Youth Conservation Corps" Act of 1972 to authorize annual appropriations in the amount of \$60,000,000 for the "Youth Conservation Corps" (YCC) established within the Departments of the Interior and Agriculture. It would further amend the 1972 Act by authorizing the Secretaries of these two Departments to establish jointly a permanent program for grants-in-aid to the States to assist them in the meeting of costs of projects conducted by YCC members within those States. S. 1871 would also authorize the Secretaries to determine, with other Federal agencies, the areas under their jurisdiction which are appropriate for conducting programs with YCC members, thus permitting work to be performed on all Federal lands as well as those under the administrative jurisdiction of the Interior and Agriculture Departments.

The Department of the Interior has been pleased with the progress of the YCC pilot program the last three years. We are jointly operating, with the Department of Agriculture, 102 camps accommodating over 3,500 young men and women from all of the 50 States, the District of Columbia, American Samoa, the Virgin Islands, and Puerto Rico. Most of these camps are residential and coeducational.

We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities



as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective.

Sincerely yours,

Royster C. Hughes
Assistant Secretary of the Interior

Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D.C. 20503



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

Honorable Roy L. Ash
Director, Office of Management
and Budget

August 28, 1974

Dear Mr. Ash:

As you requested, here are our views on the enrolled enactment S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps and for other purposes."

This Department strongly recommends that the President approve the enactment.

S. 1871 would authorize the Secretaries of Agriculture and the Interior to establish a Youth Conservation Corps (YCC). Under the bill, youth of both sexes between 15 and 19 years of age representing all social, economic, and racial classifications would be eligible for employment in the Corps. The bill would also direct the Secretaries to jointly establish a grant program to assist the States in establishing and operating YCC programs on non-Federal public lands and waters within the States. Thirty percent of the funds available under the bill would be provided as grants to the States. Total appropriations would not exceed \$60 million for each fiscal year.

The Youth Conservation Corps was first established as a three-year pilot project by P.L. 91-378 with an annual appropriations authorization of \$3.5 million. Under P.L. 92-597, the federal aspect of the YCC program was made permanent, and the YCC program was expanded to include a pilot State-grant program with 30 percent of the appropriated funds to be provided as grants to the States. P.L. 92-597 also increased the authorization to \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974. The effect of the enrolled enactment S. 1871 is to provide a permanent authorization level of \$60 million and to make the State-grant program a permanent aspect of the YCC program.

In the four summers of operating the Youth Conservation Corps program, the Departments of Agriculture and the Interior have demonstrated the values of providing youth employment and learning opportunities through conservation work on the public lands. Our statistics are not completed for the 1974 program, but from 1971 through 1973 we enrolled 9,681 youths in the YCC program. The total funding for these years was \$9.5 million. In these years \$8,073,179 of high-priority conservation work was accomplished on Federal lands. In addition, an independent evaluation by the University of Michigan in 1972 indicated that Corps members made gains in environmental knowledge approximately equal to what would be gained in a full year of environmental studies in high school.

Honorable Roy L. Ash

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Based on detailed evaluation of the program, we recommend the Youth Conservation Corps as a worthwhile and valuable Federal endeavor which should be continued. From the initial pilot program in 1971, the Youth Conservation Corps program has been carefully developed with gradual increases in program and funding levels. In the four years of administering the Corps, the Departments of Agriculture and the Interior have developed a solid base of administrative experience and expertise on which to build a permanent program. In our reports on this legislation we indicated to the Congress that while we preferred authorization for "such sums as may be necessary" for the permanent program, we would have no objection to continuing the YCC program at the 1974 authorization of \$60 million.

In regard to continuing the State-grant aspect of the YCC program, we have had no serious difficulties in implementing this program this year and are confident that it will be highly successful.

In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources.

We urge the President to approve the enactment. A proposed signing message is enclosed for his consideration.

Sincerely,



J. Phil Campbell
Under Secretary

Enclosure

Proposed Signing Statement

TO THE CONGRESS:

Today I am pleased to sign S. 1871, a bill to provide for a permanent Youth Conservation Corps program.

Since its beginning as a pilot program in 1971, the Youth Conservation Corps has enjoyed enthusiastic support from the public and the Congress. The Youth Conservation Corps is a work-learning program for young people between the ages of 15 and 19. It provides much needed summer employment opportunities for American youth. It teaches them to appreciate our natural environment and allows them to learn first hand of the challenges and complexities involved in managing and conserving our natural resources and our public lands. The YCC program has accomplished millions of dollars worth of high-priority conservation work on our public forests, parks, and refuges.

The Youth Conservation Corps began as a pilot program in 1971 on Federal lands. In 1972 the Act was amended to make one-third of the funds available for State-grant projects. In the four years of the program some 15,359 youths have been enrolled in Youth Conservation Corps programs on Federal lands. In addition, approximately 5,000 young people participated in the State Youth Conservation Corps projects this summer. From 1971 to 1973 the Corps accomplished over \$8 million worth of

high priority conservation work on Federal lands. The program has been carefully evaluated for the past four years and has proven to be highly successful in attaining conservation work and educational objectives.

I believe now is the time to make this a permanent program. By so doing, we are making a long-term investment in two of America's most important resources--her youth and her public lands. Both will benefit substantially from this program and so in turn will the Nation as a whole.

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 559

Date: August 30, 1974

Time: 3:30 p.m.

FOR ACTION: ✓ James Cavanaugh
Michael Duval
Phil Buchen
Bill Timmons
Paul Theis
FROM THE STAFF SECRETARY

cc (for information): Warren K. Hendriks
Jerry Jones

DUE: Date: Monday, September 2, 1974 Time: 2:00 p.m.

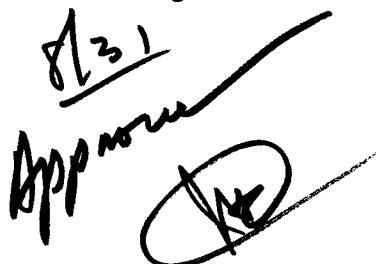
SUBJECT: Enrolled Bill S. 1871 - Youth Conservation Corps

ACTION REQUESTED:

- | | |
|---|--|
| <input type="checkbox"/> For Necessary Action | <input checked="" type="checkbox"/> For Your Recommendations |
| <input type="checkbox"/> Prepare Agenda and Brief | <input type="checkbox"/> Draft Reply |
| <input type="checkbox"/> For Your Comments | <input type="checkbox"/> Draft Remarks |

REMARKS:

Please return to Kathy Tindle - West Wing



PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

AUG 30 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 1871 - Youth Conservation Corps
Sponsors - Sen. Jackson (D) Washington and
22 others

Last Day for Action

September 3, 1974 - Tuesday

Purpose

Amends the Youth Conservation Corps Act of 1972 (P.L. 92-597) to place the existing pilot State grant program on a permanent basis and to provide an authorization appropriation of \$60 million for each fiscal year.

Agency Recommendations

Office of Management and Budget

Approval (Signing statement attached)

Department of the Interior
Department of Agriculture

Approval
Approval (Signing statement attached)

Discussion

S. 1871 would establish an authorization appropriation of \$60 million for each fiscal year for the Youth Conservation Corps (YCC) in the Department of the Interior and the Department of Agriculture. It would make permanent a pilot program of grants to the States for employment of young men and women to develop, preserve and maintain non-Federal lands and waters within the States. It would permit the two Departments to use Corps members on projects on public lands under the jurisdiction of other Federal agencies in cooperation with the latter.

The annual authorization level of \$60 million for this program is the same level authorized in existing law for fiscal year 1974. The appropriation authorizations in Public Law 92-597 run only through 1974.

The YCC program was funded at \$3.5 million in fiscal year 1973 and \$10 million in fiscal year 1974. The 1975 budget requested \$10,240,000 and that is the amount appropriated by H.R. 16027, the Interior and Related Agencies Appropriations Act, 1975, which is also enrolled.

As introduced, S. 1871 authorized annual appropriations of \$150 million. Interior and Agriculture testified before the Senate Interior Committee recommending that "authorization levels be for such sums as may be necessary. However, if the Committee feels that this program should be continued at the current level of \$60,000,000 the Department would have no objection." They also recommended continuing the pilot State program on a pilot basis.

The YCC program was established in 1970 by P.L. 91-378 as a 3-year pilot program with an annual authorization of \$3.5 million. In 1972, P.L. 92-597 provided permanent basic authority, authorized appropriations of \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974, and established a new pilot program of grants to States. Thirty percent of the amounts appropriated annually for the program was earmarked for grants to the States to provide up to 80 percent of the cost of State-sponsored, YCC projects on non-Federal lands. In 1974 the State grant program was administered on a 50-50 cost sharing basis.

The basic purpose of the YCC is to further the development and maintenance of natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people. In accomplishing this purpose, the YCC is intended to provide gainful employment for American youth in accomplishing development and maintenance work on Federal and non-Federal public lands. It is also intended to improve the environmental understanding of participants.

The Corps is open to all youth without regard to income, race, or sex who have attained the age of 15 but not 19 years of age. Corps members are employed without regard to the civil service or classification laws for a maximum of 90 days during any year. They received a base salary of \$57 per week in 1974.

The 1974 summer participation in the program was about 5,700 in Federal projects. The Departments of the Interior and Agriculture estimate that the value of work done by Corps members exceeds 70 percent of the costs of the program.

This summer was the first year that States have participated under the pilot State grant program with about 4,000 participants in programs in 45 States plus the District of Columbia and several territories.

Arguments for approval

1. Congress, administrators, and YCC participants have generally been highly enthusiastic and supportive of an expanded program. It is reported that the States are also very enthusiastic after one summer's experience.
2. Some useful work and improvements in environmental understanding are accomplished.
3. Employment opportunities are provided for some young people, who although not "bread winners" would have limited employment alternatives.

Arguments against approval

1. Any development and maintenance of Federal land resources accomplished in connection with the YCC could be accomplished more efficiently through funding in established budget accounts for these purposes. The YCC contributes only a small portion of this work, and the multiple objectives of the YCC do not assure that the highest priority work on Federal lands will be accomplished.
2. The State grant program has only operated during this summer and has not yet been evaluated. Consequently, it is premature to make this part of YCC permanent.
3. Questions have been raised concerning the responsibility of the Federal Government to provide "summer camp" experiences for youth without regard to need. The Departments in their reports also raised questions about the program's effectiveness in accomplishing necessary work on Federal lands, on whether the long term effects on participants justify the program, and on alternative kinds, sizes and length of YCC programs.

4. If the recently indicated requirements for a reduced Federal budget are to be met, many popular programs will have to be reduced or terminated. The YCC program is a marginal program which should be terminated. Moreover, it has the potential to grow to hundreds of millions of dollars over the next several years.

Recommendations

Interior and Agriculture strongly recommend approval of the bill. In its views letter on the bill, Agriculture comments:

"In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources."

In its views letter, Interior evaluates the program thus:

"We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

"For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

"The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective."

While we have reservations about this program, which are largely expressed in the section above on arguments for disapproval, we do not believe that they would warrant disapproval of the bill and termination of the program at this time, particularly since the program is being funded at a level jointly concurred in by the Executive branch and the Congress.

In view of our reservations, we would not favor issuance of a laudatory signing statement, but believe it would be desirable to issue one which expresses your intention to review this program along with many others in the current budget reduction effort. A draft of such a statement is attached for your consideration.



Director

Enclosures

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a permanent appropriation authorization of \$60 million annually for YCC on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the need for this particular program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget.

I do intend to reconsider this program among many others in our government-wide review of how to reduce current Federal spending below \$300 billion. I hope the Congress will join with me in achieving that goal.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

AUG 23 1974

Dear Mr. Ash:

This responds to your request for the views of this Department on the enrolled bill S. 1871 "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

We strongly recommend that the bill be approved by the President.

S. 1871 would amend the "Youth Conservation Corps" Act of 1972 to authorize annual appropriations in the amount of \$60,000,000 for the "Youth Conservation Corps" (YCC) established within the Departments of the Interior and Agriculture. It would further amend the 1972 Act by authorizing the Secretaries of these two Departments to establish jointly a permanent program for grants-in-aid to the States to assist them in the meeting of costs of projects conducted by YCC members within those States. S. 1871 would also authorize the Secretaries to determine, with other Federal agencies, the areas under their jurisdiction which are appropriate for conducting programs with YCC members, thus permitting work to be performed on all Federal lands as well as those under the administrative jurisdiction of the Interior and Agriculture Departments.

The Department of the Interior has been pleased with the progress of the YCC pilot program the last three years. We are jointly operating, with the Department of Agriculture, 102 camps accommodating over 3,500 young men and women from all of the 50 States, the District of Columbia, American Samoa, the Virgin Islands, and Puerto Rico. Most of these camps are residential and coeducational.

We believe that the success of the pilot program has amply demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps program.

For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities



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Let's Clean Up America For Our 200th Birthday

as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. Enactment of S. 1871 would be in keeping with this objective.

Sincerely yours,

Roystan C. Hughes
Assistant Secretary of the Interior

Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D.C. 20503



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

Honorable Roy L. Ash
Director, Office of Management
and Budget

August 28, 1974

Dear Mr. Ash:

As you requested, here are our views on the enrolled enactment S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (P.L. 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps and for other purposes."

This Department strongly recommends that the President approve the enactment.

S. 1871 would authorize the Secretaries of Agriculture and the Interior to establish a Youth Conservation Corps (YCC). Under the bill, youth of both sexes between 15 and 19 years of age representing all social, economic, and racial classifications would be eligible for employment in the Corps. The bill would also direct the Secretaries to jointly establish a grant program to assist the States in establishing and operating YCC programs on non-Federal public lands and waters within the States. Thirty percent of the funds available under the bill would be provided as grants to the States. Total appropriations would not exceed \$60 million for each fiscal year.

The Youth Conservation Corps was first established as a three-year pilot project by P.L. 91-378 with an annual appropriations authorization of \$3.5 million. Under P.L. 92-597, the federal aspect of the YCC program was made permanent, and the YCC program was expanded to include a pilot State-grant program with 30 percent of the appropriated funds to be provided as grants to the States. P.L. 92-597 also increased the authorization to \$30 million for fiscal year 1973 and \$60 million for fiscal year 1974. The effect of the enrolled enactment S. 1871 is to provide a permanent authorization level of \$60 million and to make the State-grant program a permanent aspect of the YCC program.

In the four summers of operating the Youth Conservation Corps program, the Departments of Agriculture and the Interior have demonstrated the values of providing youth employment and learning opportunities through conservation work on the public lands. Our statistics are not completed for the 1974 program, but from 1971 through 1973 we enrolled 9,681 youths in the YCC program. The total funding for these years was \$9.5 million. In these years \$8,073,179 of high-priority conservation work was accomplished on Federal lands. In addition, an independent evaluation by the University of Michigan in 1972 indicated that Corps members made gains in environmental knowledge approximately equal to what would be gained in a full year of environmental studies in high school.

Honorable Roy L. Ash

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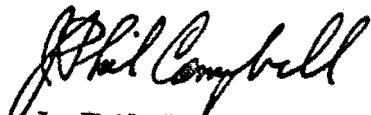
Based on detailed evaluation of the program, we recommend the Youth Conservation Corps as a worthwhile and valuable Federal endeavor which should be continued. From the initial pilot program in 1971, the Youth Conservation Corps program has been carefully developed with gradual increases in program and funding levels. In the four years of administering the Corps, the Departments of Agriculture and the Interior have developed a solid base of administrative experience and expertise on which to build a permanent program. In our reports on this legislation we indicated to the Congress that while we preferred authorization for "such sums as may be necessary" for the permanent program, we would have no objection to continuing the YCC program at the 1974 authorization of \$60 million.

In regard to continuing the State-grant aspect of the YCC program, we have had no serious difficulties in implementing this program this year and are confident that it will be highly successful.

In summary, we believe the Youth Conservation Corps is a valuable program which has both short and long-term benefits. In the short term, YCC offers meaningful employment to thousands of American youths who accomplish high priority conservation work on the public lands. From the long term view, we are creating a corps of future citizens with a base of education and experience to aid this nation in meeting the challenges and complexities of managing our natural resources.

We urge the President to approve the enactment. A proposed signing message is enclosed for his consideration.

Sincerely,



J. Phil Campbell
Under Secretary

Enclosure

Proposed Signing Statement

TO THE CONGRESS:

Today I am pleased to sign S. 1871, a bill to provide for a permanent Youth Conservation Corps program.

Since its beginning as a pilot program in 1971, the Youth Conservation Corps has enjoyed enthusiastic support from the public and the Congress. The Youth Conservation Corps is a work-learning program for young people between the ages of 15 and 19. It provides much needed summer employment opportunities for American youth. It teaches them to appreciate our natural environment and allows them to learn first hand of the challenges and complexities involved in managing and conserving our natural resources and our public lands. The YCC program has accomplished millions of dollars worth of high-priority conservation work on our public forests, parks, and refuges.

The Youth Conservation Corps began as a pilot program in 1971 on Federal lands. In 1972 the Act was amended to make one-third of the funds available for State-grant projects. In the four years of the program some 15,359 youths have been enrolled in Youth Conservation Corps programs on Federal lands. In addition, approximately 5,000 young people participated in the State Youth Conservation Corps projects this summer. From 1971 to 1973 the Corps accomplished over \$8 million worth of

high priority conservation work on Federal lands. The program has been carefully evaluated for the past four years and has proven to be highly successful in attaining conservation work and educational objectives.

I believe now is the time to make this a permanent program. By so doing, we are making a long-term investment in two of America's most important resources--her youth and her public lands. Both will benefit substantially from this program and so in turn will the Nation as a whole.

FOR IMMEDIATE RELEASE

SEPTEMBER 3, 1974

Office of the White House Press Secretary

THE WHITE HOUSE

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year, most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a program to expand the participation of young people in activities on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the cost of this program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget and thus I am pleased to be able to sign it.

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PSA

September 3, 1974

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year, most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a program to expand the participation of young people in activities on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the cost of this program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget and thus I am pleased to be able to sign it.

#

YOUTH CONSERVATION CORPS

JULY 25, 1974.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor,
submitted the following

REPORT

together with DISSENTING VIEWS

[To accompany H.R. 14897]

The Committee on Education and Labor, to whom was referred the bill (H.R. 14897) to amend the Youth Conservation Corps Act of 1972 (Public Law 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE LEGISLATION

The purpose of this legislation is to provide additional employment for young people ages 15 through 18 by making permanent the Youth Conservation Corps program after a successful three-year trial period. Besides authorizing the hiring of young people to perform needed environmental work on Federal lands, the legislation also authorizes a Federal-State cost sharing program for work by State-operated YCC programs.

The value of experience afforded young men and women through participation in the YCC programs across the country is unquestionable, but in addition the Department of Agriculture reports that enrollees completed \$4,464,000 worth of high-priority conservation work on Federal lands during the first two years of the program. For each dollar spent, an estimated 79 cents was returned to the Government in the form of conservation work and improvements on public lands.

NEED

Need for continuance of the YCC is demonstrated by high youth unemployment and a backlog of conservation work on our public

lands. An overall unemployment rate of 15.6 percent for young people age 16 to 19 was reported during June 1974. Besides coping with increased recreation pressures on public lands, land management agencies must also concentrate work forces on natural resource management. The Forest Service, for instance, reports a reforestation backlog of 3.3 million acres.

Gainful summer employment of American youth representing all segments of society is available in a healthful outdoor atmosphere in the National Parks, National Forests, National Wildlife Refuges and other Federal land and water areas administered by the Secretary of Agriculture and the Secretary of the Interior.

An estimated 100,000 applications were received in 1973 for Youth Conservation Corps jobs. Only 3,500 young men and women could be hired for eight-week projects under the pilot program. This brought the total employment figure for the first three years of the pilot program to 9,771 young people.

Although Congress raised the authorization levels for fiscal year 1973 and fiscal year 1974, the Administration requested only enough appropriations to employ 10,000 young people in the current summer—far fewer than were willing to work on jobs that needed to be done.

The Departments of Interior and Agriculture have indicated they can utilize 40,000 young people in an expanded program.

BACKGROUND

The decade of the 1930's brought us the Civilian Conservation Corps, whose improvements and trails can still be seen in the countryside. Besides these tangible benefits, the CCC removed idleness and despair from the lives of 3 million young men.

Congress in 1970 passed a pilot Youth Conservation Corps program (Public Law 93-378) to provide summer employment on our national lands for approximately 3,000 young people. The three-year pilot project was to consist of young men and women 15 through 18 years of age, permanent residents of the United States, its territories or possessions, who come from all social, economic and ethnic backgrounds.

Like the CCC, the YCC has proved itself a success both in accomplishing needed environmental work and in providing meaningful outdoor employment.

In human terms, an independent analysis by the University of Michigan indicated that 1972 enrollees made gains in environmental knowledge approximately equal to a full year of high school.

There were 64 camps with 2,676 youths participating in the summer of 1971 and 97 camps with 3,495 participants in 1972.

Congress in late 1973 extended the three-year pilot program for one additional year and raised the authorization levels for 1973 and 1974 (Public Law 92-597). The original \$3.5 million annual authorization was increased to \$30 million in 1973 and \$60 million for 1974. Unfortunately, the appropriations level was not raised.

In addition, PL 92-597 established a pilot grant program for the employment of young men and women on non-Federal lands and public waters within the States. Grants of up to 80% Federal participation were authorized.

The Departments of Agriculture and Interior this summer intended to provide YCC camps in each of the 50 states, the District of Columbia, American Samoa, the Virgin Islands, Guam, Puerto Rico and the Trust Territories of the Pacific.

SUMMARY OF COMMITTEE DELIBERATION

Testimony before the Select Subcommittee on Labor was totally laudatory about the organizational structure and the program's achievements.

The hearings produced evidence that youths participating in the program have benefitted from learning to live with other young people representing all walks of life and all economic backgrounds, discovering what it means to do a day's work for a day's pay, and being involved with the problems facing the nation's environment.

Miss Sue Moser, a 1973 enrollee at Catoctin Mountain, Md., testified: "It feels great to know that you as an individual can construct something with your own hands that benefits man and does not harm the environment."

Mr. Jeff Sager, a 1973 enrollee at Harpers Ferry, W. Va., testified: "I have gained a lifetime of knowledge in such matters as ecology, public service, public relations and community welfare."

Committee members expressed concern that the Departments of Agriculture and Interior were requiring 50-50 matching funds from the states in the pilot Federal-State cost-sharing program. PL 92-597 authorizes a Federal funding level of up to 80% to encourage the States to develop YCC programs. It was the feeling of committee members that the prime criteria in funding a project should be the availability of young people and work in need of doing, rather than ability to meet a 50-50 cost-sharing demand.

Approval was expressed toward testimony that some projects have received cooperative support from other Federal agencies, including the armed forces and the General Services Administration. Committee members suggested that future projects explore opportunities for further cooperative assistance.

AUTHORIZATION AND ESTIMATE OF COSTS

The committee decided that the continuing success of the Youth Conservation Corps could best be assured by making the program permanent at an annual authorization level of \$60 million. At that funding level, it is anticipated that the program will be able to accommodate 60,000 enrollees a summer.

Assuming that the full amount authorized is appropriated, the projected annual program cost is as indicated in the paragraph above for the purposes of clause 7 of Rule XIII.

COMMITTEE ACTION

Congressman Lloyd Meeds introduced H.R. 8433; subsequently, identical bills with 58 co-sponsors were introduced and considered by the committee.

The Select Subcommittee on Labor held hearings in Washington, D.C., on Oct. 16, 1973. Testimony was presented by Mr. Richard Hite, Deputy Assistant, Secretary-Management, Department of the Interior, accompanied by Governor Aker; Paul Vander Myde, Deputy Assistant Secretary of Conservation, Research and Education, Department of Agriculture, accompanied by Robert Lake; two 1973 Youth Conservation Corps program directors, and two 1973 YCC enrollees.

H.R. 14897, a clean bill, was reported by the subcommittee on May 8, 1974, and the clean bill was reported by voice vote by the full committee on July 11, 1974.

SECTION-BY-SECTION ANALYSIS

The bill amends the Youth Conservation Corps Act of 1970 (Public Law 91-378, 84 Stat. 794) by inserting a new text in place of the current text. This analysis is of the text of such Act as proposed to be inserted by the bill.

Section 1. Policy and purpose

Section 1 provides that the Youth Conservation Corps has demonstrated a high degree of success as a pilot program. Accordingly the purpose of the Act is to expand and make permanent the Youth Conservation Corps.

Section 2. Youth Conservation Corps

Subsection (a) of this section establishes in the Department of the Interior and the Department of Agriculture a Youth Conservation Corps. Members must be permanent residents of the United States, its territories or possessions, must have attained the age of fifteen but not yet attained the age of nineteen, and may be employed without regard to the civil service or classification laws.

Subsection (b) of this section provides that the Corps shall be open to youths from all parts of the country, and without regard to social, economic, and racial classifications.

Section 3. Secretarial duties and functions

Subsection (a) of this section provides that the Secretary of the Interior and the Secretary of Agriculture shall—

- (1) determine the areas under their administrative jurisdictions appropriate for carrying out Corps programs,
- (2) determine with other Federal agencies appropriate work and education programs and projects for participation by members of the Corps,
- (3) determine the rates of pay, hours, and other conditions of employment for members of the Corps,
- (4) provide for transportation, lodging, subsistence, and other services and equipment as necessary for the needs of members of the Corps,
- (5) promulgate regulations to insure the health and safety of Corps members, and
- (6) provide to the extent possible that facilities of the Corps be made available to educational institutions during nonuse by the Corps, with the costs of such use to be borne by the entity using the facility.

Subsection (b) of this section provides that existing but unoccupied Federal facilities and unused equipment shall be utilized by the Corps. Corps members shall be employed on conservation projects as near to their places of residence as feasible.

Subsection (c) of this section provides that the Secretary of the Interior and the Secretary of Agriculture may contract with any public agency or any private nonprofit agency which has been in existence for at least five years for the operation of any Youth Conservation Corps project.

Section 4. Grant program for State projects

Subsection (a) of this section provides that the Secretary of the Interior and the Secretary of Agriculture shall jointly establish a grant program to the States to assist the States in providing conservation programs for non-Federal public lands and waters within the States.

Subsection (b) of this section provides that grant applications submitted to and approved by the Secretary of the Interior and the Secretary of Agriculture shall—

(1) provide assurances that individuals employed are of the correct age, are permanent residents of the United States, are employed without regard to full-time personnel laws, are employed for not more than ninety days in any calendar year, and are employed without regard to their sex, or social, economic, or racial background, and

(2) provide such other information as the Secretaries may jointly prescribe.

This subsection also provides that the Secretaries may approve applications which meet these requirements and which will further the development, preservation, or maintenance of non-Federal public lands within the jurisdiction of the applicant.

Subsection (c) of this section provides that no grant may exceed eighty percent of the cost of a project, and provides for the method of payment of such grants.

Subsection (c) of this section provides that thirty percent of the sums appropriated for the Act for any fiscal year shall be made available for grants under this section for such fiscal year.

Section 5. Secretarial reports

This section provides that the Secretary of the Interior and the Secretary of Agriculture shall annually prepare a joint report detailing the activities carried out under the Act.

Section 6. Authorization of appropriations

This section provides that not to exceed \$60,000,000 may be appropriated for each fiscal year to be available to the Secretary of the Interior and the Secretary of Agriculture to carry out the Act.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of Rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

ACT OF AUGUST 13, 1970

* * * * *

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

POLICY AND PURPOSE

SECTION 1. The Congress finds that the [gainful employment during the summer months of] *Youth Conservation Corps has demonstrated a high degree of success as a pilot program wherein American youth, representing all segments of society, have benefited by gainful employment in the healthful outdoor atmosphere [afforded in the] of the national park system, the national forest system, [the National Wildlife Refuge System, and] other public land and water areas of the United States [creates an opportunity for] and by their employment have developed, enhanced, and maintained the natural resources of the United States, and whereas in so doing the youth have gained an understanding and appreciation of the Nation's [natural] environment and [heritage]. Accordingly, it is] heritage equal to one full academic year of study, it is accordingly the purpose of this Act to expand and make permanent the Youth Conservation Corps and thereby further the development and maintenance of the natural resources [of the United States by the youth, upon whom will fall] by America's youth, and in so doing to prepare them for the ultimate responsibility [for] of maintaining and managing these resources for the American people.*

YOUTH CONSERVATION CORPS

Sec. 2. (a) To carry out the purposes of this Act, there is established in the Department of the Interior and the Department of Agriculture a Youth Conservation Corps (hereinafter referred to as the "Corps"). The Corps shall consist of young men and women who are permanent residents of the United States, its territories, possessions, [or] trust territories, or Commonwealth of Puerto Rico who have attained age fifteen but have not attained age nineteen, and whom the Secretary of the Interior or the Secretary of Agriculture may employ [during the summer months,] without regard to the civil service or classification laws, rules, or regulations, for the purpose of developing, preserving, or maintaining the lands and waters of the United States [under his jurisdiction].

(b) The Corps shall be open to youth from all parts of the country of both sexes and youth of all social, economic, and racial classifications [with all Corps members receiving compensation consistent with work accomplished, and with no person being employed as a member of the Corps for a term in excess of ninety days during any single year.]

SECRETARIAL DUTIES AND FUNCTIONS

Sec. 3. (a) In carrying out this Act, the Secretary of the Interior and the Secretary of Agriculture shall—

(1) determine the areas under their administrative jurisdictions which are appropriate for carrying out the programs using employees of the Corps;

[(1)] (2) determine [] with other Federal agencies, the areas under the administrative jurisdiction of [the Secretaries] *these agencies* which are appropriate for carrying out programs using members of the Corps, and determine and select appropriate work and education programs and projects for participation by members of the Corps;

[(2)] (3) determine the rates of pay, hours, and other conditions of employment in the Corps, except that *all* members of the Corps shall not be deemed to be Federal employees other than for the [purposes] *purpose* of chapter 171 of title 28, United States Code, and chapter 81 of title 5, United States Code;

[(3)] (4) provide for such transportation, lodging, subsistence, and other services and equipment as they may deem necessary or appropriate for the needs of members of the Corps in their duties;

[(4)] (5) promulgate regulations to insure the safety, health, and welfare of the Corps members; and

[(5)] (6) provide[] to the extent possible, that permanent or semi-permanent facilities used as Corps camps be made available to local schools, school districts, State junior colleges and universities, and other [educational] *education* institutions for use as environmental/ecological education camps during periods of non-use by the Corps program.

Costs for operations, maintenance, and staffing of Corps camp facilities during periods of use by non-Corps programs as well as any liability for personal injury or property damage stemming from such use shall be the responsibility of the entity or organization using the facility and shall not be a responsibility of the Secretaries or the Corps.

(b) [Whenever economically feasible, existing] *Existing* but unoccupied Federal facilities and surplus or unused equipment (or both), of all types, including military facilities and equipment, shall be utilized for the purposes of the Corps, where appropriate and with the approval of the Federal agency involved. To minimize transportation costs, Corps members shall be employed on conservation projects as near to their places of residence as is feasible.

(c) The Secretary of the Interior and the Secretary of Agriculture may contract with any public agency or organization or any private nonprofit agency or organization which has been in existence for at least five years for the operation of any Youth Conservation Corps project.

[PILOT] GRANT PROGRAM FOR STATE PROJECTS

SEC. 4. (a) The Secretary of the Interior and the Secretary of Agriculture shall jointly establish a [pilot grant] program under which grants shall be made to States to assist them in meeting the cost of projects for the employment of young men and women to develop, preserve, and maintain non-Federal public lands and waters within the States. For purposes of this section, the term "States" includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands, and American Samoa.

(b) (1) No grant may be made under this section unless an application therefor has been submitted to, and approved by, the Secretary of the Interior and the Secretary of Agriculture. Such application

shall be in such form, and submitted in such manner, as the Secretaries shall jointly by regulation prescribe, and shall contain—

(A) assurances satisfactory to the Secretaries that individuals employed under the project for which the application is submitted shall (i) have attained the age of fifteen but not attained the age of nineteen, (ii) be permanent residents of the United States or its territories, possessions, or the Trust Territory of the Pacific Islands, (iii) be employed without regard to the personnel laws, rules, and regulations applicable to full-time employees of the applicant, (iv) be employed for a period of not more than ninety days in any calendar year, and (v) be employed without regard to their sex or social, economic, or racial classification; and

(B) such other information as the Secretaries may jointly by regulation prescribe.

(2) The Secretaries may approve applications which they determine (A) meet the requirements of paragraph (1), and (B) are for projects which will further the development, preservation, or maintenance of non-Federal public lands or waters within the jurisdiction of the applicant.

(c)(1) The amount of any grant under this section shall be determined jointly by the Secretaries, except that no grant for any project may exceed 80 per centum of the cost (as determined by the Secretaries) of such project.

(2) Payments under grants under this section may be made in advance or by way of reimbursement and at such intervals and on such conditions as the Secretaries find necessary.

(d) Thirty per centum of the sums appropriated under section 6 for any fiscal year shall be [used for making] *made available for* grants under this section for such fiscal year.

SECRETARIAL REPORTS

SEC. 5. The Secretary of the Interior and Secretary of Agriculture shall annually prepare a joint report detailing the activities carried out under this Act and providing recommendations. Each report for a [fiscal] *program* year shall be submitted concurrently to the President and the Congress not later than [one hundred and eighty days] *April 1* following the close of that [fiscal] *program* year.

AUTHORIZATION OF APPROPRIATIONS

SEC. 6. There are authorized to be appropriated amounts not to exceed [\$80,000,000 for fiscal year ending June 30, 1973, and \$60,000,000 for the fiscal year ending June 30, 1974, to] \$60,000,000 *for each fiscal year, which amounts shall* be made available to the Secretary of the Interior and the Secretary of Agriculture to carry out the purposes of this Act. Notwithstanding any other provision of law, funds appropriated for any fiscal year to carry out this Act shall remain available for obligation and expenditure until the end of the fiscal year following the fiscal year for which appropriated.

**DISSENTING VIEWS OF REPRESENTATIVE EARL F.
LANDGREBE ON H.R. 14897**

I truly do not understand how this committee can recommend the establishment of a permanent, new social welfare program while our Nation is in the midst of an economic crisis.

H.R. 14897 authorizes \$60 million for a program that received only \$10 million in fiscal 1974. That's a 600-percent increase at a time when inflation caused by Federal deficit spending is so severe that it threatens our basic political and economic freedoms.

In addition, this bill is unfair to the youth of America. While a few young people will be planting posies at Government conservation camps, the vast majority will be working and paying taxes to subsidize the privileged few at these Government camps.

The present economic situation, however, transcends the debate on the value of social welfare legislation. It is time for proponents and opponents alike to join in a moratorium on new social welfare programs, at least until such time as inflation is brought under control.

To this end, I urge the defeat of H.R. 14897.

EARL F. LANDGREBE.

(9)



Calendar No. 402

93d CONGRESS
1st Session }

SENATE }

REPORT
No. 93-426

AMENDING THE YOUTH CONSERVATION CORPS ACT OF 1972 TO EXPAND AND MAKE PERMANENT THE YOUTH CONSERVATION CORPS

OCTOBER 3, 1973.—Ordered to be printed

Mr. JACKSON, from the Committee on Interior and Insular Affairs,
submitted the following

REPORT

[To accompany S. 1871]

The Committee on Interior and Insular Affairs, to which was referred the bill (S. 1871) to amend the Youth Conservation Corps Act of 1972 (Public Law 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

PURPOSE

S. 1871 authorizes the expansion of the Youth Conservation Corps Program and establishes it on a permanent basis. The success of the 3-year pilot Youth Conservation Corps Program established under Public Law 91-378 and extended by Public Law 92-597, has more than demonstrated the need for the establishment of an expanded permanent Youth Conservation Corps Program by enactment of S. 1871. The new program which would be administered by the Departments of Interior and Agriculture which provide employment for up to 150,000 young men and women each year from all 50 states, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands, and American Samoa. In addition, the new Youth Conservation Corps Program would (1) permit the establishment of a new program of Federal support to States in their administration of Youth Conserva-

tion Corps programs on State lands; (2) authorize the Youth Conservation Corps to utilize surplus and/or unused Federal property; and (3) make available for off-season use by local educational institutions Youth Conservation Corps facilities.

COMMITTEE AMENDMENT

S. 1871 was amended by the Committee to limit the authorization of funds to amounts not to exceed \$100,000,000 annually.

BACKGROUND

The concept of the Youth Conservation Corps was patterned after the Civilian Conservation Corps of the Roosevelt era. Legislation to establish a youth-oriented conservation program has been introduced in successive Congresses during the past years which culminated in Public Law 91-378 providing for the creation of a 3-year pilot Youth Conservation Corps program. As evidenced by the testimony during the Committee hearings held in 1972 on S. 2454, which became Public Law 92-597, the results of and enthusiasm for the Youth Conservation Corps program exceeded all expectations.

During the first year of the program, with little advance publicity, over 124,000 young people applied for the 2,600 positions available in the program. This past summer, the third year of the program, there were over 3,500 young men and women participating in the program.

At the hearings held on July 25, 1973, the young participants who testified supported wholeheartedly the enactment of legislation to expand and make permanent this program. These youngsters, aged 15 to 18 years, took on some of the roughest jobs in the management of our recreation areas and public lands. Tasks included, but were not limited to, campground and trail construction and maintenance, erosion control, range management, and improving wildlife habitat. Their enthusiasm for hard work was greater than anticipated, and jobs were completed in record time.

The need for conservation activities on State public lands is as intense if not greater than on federally owned lands. All 50 states, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands, and American Samoa have obligations to fulfill in the field of management their natural resources and yet are hard pressed to finance needed programs. Because of these requirements of the states, the Congress included a pilot program of state assistance in the 1972 act which was implemented during the summer of 1973. This program has been deemed successful, and the Committee has therefore made state aid a part of the permanent program. Federal assistance, via a cost-sharing program, would further the aim of resource management and care, as well as provide additional youth employment opportunities in keeping with the objectives of the act.

The Committee believes that the use of Youth Corps facilities to provide an increased opportunity for young people to participate in environmental education programs is in accordance with the highest purposes of the act. Increased emphasis placed on environmental

studies as a part of the curriculum offered by educational institutions indicates a need for facilities to supplement the class-room experience. In addition to Youth Corps facilities filling this void, year-round use may ultimately increase the benefits to be derived from initial investment.

The approaching celebration of 200 years of American Independence has drawn attention to the need for scrutiny and endorsement of all programs which would increase our conservation of natural resources, aid the economy, and increase environmental and ecological awareness. This is such a program.

In the years to come we will find that this legislation will have been of major importance in our service to the country and our youth. It is the success of this program which led the Committee to recommend its expansion and permanency.

Costs

The bill as amended authorizes to be appropriated amounts not to exceed \$100,000,000 for each fiscal year to carry out the purposes of this Act.

COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs in executive session on September 28, 1973 unanimously recommends enactment of S. 1871, as amended.

DEPARTMENTAL REPORTS

The reports of the Departments of the Interior and Agriculture, the Comptroller General of the United States, are set forth in full as follows:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 24, 1973.

Hon. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (Public Law 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

We recommend against the enactment of this bill in its present form. S. 1871 would amend the "Youth Conservation Corps" Act of 1972 to authorize annual appropriations in the amount of \$150,000,000 for the "Youth Conservation Corps" (YCC) established within the Departments of the Interior and Agriculture. It would further amend the 1972 Act by authorizing the Secretaries of these two Departments to establish jointly a permanent program for grants-in-aid to the States to assist them in the meeting of costs of projects conducted by YCC members within those States. S. 1871 would also authorize the Secretaries to determine, with other Federal agencies, the areas under their jurisdiction which are appropriate for conducting programs with YCC members, thus permitting work to be performed on all Federal lands as well as those under the administrative jurisdiction of the Interior and Agriculture Departments.

The Department of the Interior has been pleased with the progress of the YCC pilot program the last two years. This summer, we are jointly operating, with the Department of Agriculture, 102 camps accommodating over 3,500 young men and women from all of the 50 states, the District of Columbia, American Samoa, the Virgin Islands, and Puerto Rico. Most of these camps are residential and coeducational.

The progress of the program to date relates directly to the recognition by the Congress that a well-planned and deliberate approach was necessary in order to design and implement an effective program at reasonable costs. Such an approach was also necessary to overcome the inevitable administrative and operational problems which will occur in any new program, and to evaluate the program from actual experience. A University of Michigan Institute for Social Research analysis indicates that more evaluation is needed before a comprehensive, full scale YCC effort is considered. For example, in its evaluation of the 1972 Youth Conservation Corps, the University recommended that further research be conducted on the length of camps, the residential nature of camps, the long-range impact on and value of the program for Corps members, and the special needs of American Indians and black youth which are not being met by the YCC program. The report also indicated that the educational aspect of the program needs additional administrative attention to assure that the YCC program is offering a fully integrated work-learning experience.

In view of this experience, during the past two years, and the need for further experience and evaluation, we do not recommend passage of this proposed legislation at a permanent annual funding level of \$150,000,000. As you know, P.L. 92-597 authorized \$60,000,000 for the YCC program for the fiscal year ending June 30, 1974. We believe that this existing law provides more than sufficient fiscal flexibility for expanding the current program. We, therefore, recommend that future authorization levels be for "such sums as may be necessary". However, if the Committee feels that this program should be continued at the current level of \$60,000,000, the Department would have no objection.

In the FY 1974 program, funds will be available for State grants on a pilot basis. This new aspect deserves the same careful study and development as was provided in the pilot YCC program. Accordingly, we recommend that this State grant program not be made permanent as contemplated in S. 1871, but rather, be continued on a pilot basis.

We believe that the immediate expansion of the current program to the annual level proposed in S. 1871 would seriously dilute the program quality and create administrative and operational difficulties. As a result, we would run the risk of failing to meet the hopes and expectations of the YCC program, its administrators and the participating young people.

Also, we believe it is necessary to continue the evaluation of the program's effectiveness. Therefore, we believe that the continuation of the program should be based on the recognition that its level of funding and, for that matter, its continued feasibility may change over time. Some of the questions which we believe merit continuing examination and consideration are, determining: (1) long term effects

on knowledge, attitude, etc. of participants several years after the fact; (2) most effective kinds, size, and length of camps; (3) comparative effectiveness of the educational aspects of YCC; (4) the best ways to assure objective approaches to educational parts of the program; (5) what salary is required to obtain participation; (6) to what extent can work done by YCC manpower be limited to work which would otherwise be highest priority agency needs; and (7) what the costs of YCC work would be if obtained by customary means.

We also believe that immediate expansion of the program to the level proposed would be unwise for fiscal reasons. The entire Federal government is currently experiencing severe fiscal constraints. The inflationary pressures of the economy together with the limited financial resources at our disposal dictate fiscal restraint.

For our pilot program to date, the University of Michigan Institute for Social Research has evaluated the benefits which the participating youth have gained from the program in terms of environmental education, and in the social and cultural interaction among youth of all social, economic and racial groups. On the basis of that evaluation, we believe the YCC experience has provided these young people with a new respect for our natural heritage and an awareness of their responsibilities as citizens of the United States. During its first two years the program has produced improvements on lands under the jurisdiction of this Department valued at \$2,238,000, thus exceeding 74% of the cost of the program in terms of appropriated funds.

The Department of the Interior firmly believes in the need to conserve, preserve, and maintain our vast natural resources and to protect our environment for the future of our young citizens. However, we also firmly believe that the YCC program must coincide with our capabilities to conduct the program in an orderly manner consistent with other needs, future priorities and fiscal constraints.

We believe that the funding level which has been requested for FY 1974 will enable us to maintain the quality of the program and provide meaningful work programs in which the youth can participate in the planning and designing and continued environmental education.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

JAMES T. CLARKE,
Assistant Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 25, 1973.

Hon. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs, U.S. Senate,
Washington, D.C.*

DEAR MR. CHAIRMAN: As you requested, here are our views on S. 1871, a bill "To amend the Youth Conservation Corps Act of 1972 (Public Law 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes."

The Department of Agriculture recommends that S. 1871 not be enacted in its present form.

S. 1871 would authorize the Secretaries of Agriculture and the Interior to establish a Youth Conservation Corps (YCC). Under the bill youth of both sexes between 15 and 19 years of age representing all social, economic, and racial classifications would be eligible for employment in the Corps. The bill would also direct the Secretaries to jointly establish a grant program to assist the States in establishing and operating YCC programs on non-Federal lands and waters within the States. Thirty percent of the funds available under the bill would be provided as grants to the States. Total appropriations would not exceed \$150 million for each fiscal year.

This summer we will complete the third and final year of the Youth Conservation Corps pilot program authorized by P.L. 91-378. Our evaluations to date show that this pilot program has been successful in terms of conservation work accomplished, environmental learning and understanding achieved by Corps members, and knowledge of the potential effectiveness of the program gained. In the past two summers the Departments of Agriculture and Interior have employed 6,271 youths in the Youth Conservation Corps. Of this number, 3,241 Corps members were placed in Forest Service camps. Total funding for 1971 and 1972 was \$6 million, while the total appraised value of work accomplished by the Corps was \$4,464,000. Independent evaluation conducted by the Institute of Social Research of the University of Michigan concludes that in 1972 youth gains in environmental knowledge from their YCC experience are approximately equal to one full academic year of study in a normal high school setting.

The University of Michigan analysis also indicates that more evaluation is needed before a comprehensive, full scale YCC effort is considered. For example, in its evaluation of the 1972 Youth Conservation Corps, the University recommended that further research be conducted on the length and size of camps, the residential nature of camps, the long-range impact on and value of the program for Corps members over a longer spectrum of time, and the special needs of American Indian and black youth which are not being met by the YCC program. The report also indicated that the educational aspect of the program needs additional administrative attention to assure that the YCC program is offering a fully integrated work-learning experience. Other items which merit further refinement are the valuation of conservation work accomplished and methods of determining what this work would cost if other resources were used to accomplish it.

We do not believe that an expansion of the program to the \$150 million level as proposed in S. 1871 is either realistic or desirable. The \$150 million authorization level far exceeds the capabilities of the Departments of Agriculture and the Interior to responsibly and effectively administer the Youth Conservation Corps.

The pilot approach has permitted us to develop a sound and orderly base for a Youth Conservation Corps program. To a large degree, we believe the high measure of success which the program has achieved to date is the result of working at a manageable program level. We believe the most effective approach to an expanded YCC would be a gradual phasing of program increases coupled with continued program

evaluation. The President's budget for Fiscal Year 1974 reflects this philosophy in its request for \$10 million for YCC; this represents an increase of \$6 1/2 million above the funds programmed for 1973. In the FY '74 program, funds will be available for State grants. This is a new aspect of the YCC program which deserves the same careful study and development as that provided the pilot Youth Conservation Corps program.

In view of the experience of the past two years and the need for further experience and evaluation, we do not recommend enactment of this legislation at a permanent annual funding level of \$150 million. As you know, P.L. 92-597 authorized \$60 million for the Youth Conservation Corps program for the fiscal year ending June 30, 1974. We believe this legislation provides more than sufficient fiscal flexibility for expanding the program. We therefore recommend that future authorization levels be for "such sums as may be necessary." However, if the Committee feels that this program should be continued at the current level of \$60 million, this Department would have no objection.

We believe that the immediate expansion of the current program to the annual level proposed in S. 1871 would seriously dilute program quality and create administrative and operational difficulties. As a result, we would run the risk of failing to meet the hopes and expectations of the YCC program, its administrators, and participating youth.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., August 1, 1973.

B-167151

Hon. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs,
U.S. Senate.
Washington, D.C.*

DEAR MR. CHAIRMAN: By letter dated June 27, 1973, you requested our report on S. 1871, 93d Congress, a bill to expand and make permanent the Youth Conservation Corps.

S. 1871 would amend the act of August 13, 1970, Pub. L. 91-378, 84 Stat. 794, as amended, to expand and make permanent the Youth Conservation Corps. The bill would retain most of the provisions of the act governing the administration of the Corps but would delete references to it as a pilot program and authorize funds to be appropriated for "each fiscal year" following enactment, rather than for fiscal years 1973 and 1974 only.

Section 2 would provide for the employment of young men or women ages 15 through 18 for a term of not in excess of 90 days during any single year but would not include the limitation now in Pub. L. 91-78 as amended by the act of October 27, 1972, Pub. L. 92-597, 86 Stat. 1319, that such employment be during the summer months. We understand that, in the past, the program has been limited to the summer months in order to provide employment opportunities to

young persons when they were out of school and not to conflict with other federally assisted programs which seek to reduce the number of youths who drop out of school. The Committee may wish to further consider the period during which young persons may be employed as members of the Corps.

Section 3(a)(1) would provide for the Secretaries of the Interior and Agriculture to determine the areas under their administrative jurisdictions which are appropriate for carrying out programs using employees of the Corps. In view of subsection 3(a)(3) under which members of the Corps shall be deemed not to be Federal employees except for certain specific purposes, the provision of section 3(a)(1) apparently relates to the selection of activities suitable for work to be carried out by persons enrolled in the Corps. Therefore, we suggest that the word "members" be substituted for "employees." Also, the word "members" would be consistent with the language used in subsections 2(b) and 3(b).

Sincerely yours,

PAUL G. DEMBLING,
(For the Comptroller General
of the United States).

CHANGES IN EXISTING LAW

In compliance with subsection (4) of Rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill S. 1871, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

ACT OF OCTOBER 27, 1972 (86 STAT. 1319)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of August 13, 1970 (84 Stat. 794) is amended to read as follows:

POLICY AND PURPOSE

【**SECTION 1.** The Congress finds that the gainful employment during the summer months of American youth, representing all segments of society, in the healthful outdoor atmosphere afforded in the national park system, the national forest system, the national wildlife refuge system, and other public land and water areas of the United States creates an opportunity for understanding and appreciation of the Nation's natural environment and heritage. Accordingly, it is the purpose of this Act to further the development and maintenance of the natural resources of the United States by the youth, upon whom will fall the ultimate responsibility for maintaining and managing these resources for the American people.

YOUTH CONSERVATION CORPS

【**SEC. 2. (a)** To carry out the purposes of this Act, there is established in the Department of the Interior and the Department of Agriculture a Youth Conservation Corps (hereinafter referred to as the

'Corps'). The Corps shall consist of young men and women who are permanent residents of the United States, its territories, possessions, or trust territories, who have attained age fifteen but have not attained age nineteen, and whom the Secretary of the Interior or the Secretary of Agriculture may employ during the summer months, without regard to the civil service or classification laws, rules, or regulations, for the purpose of developing, preserving, or maintaining the lands and waters of the United States under his jurisdiction.

(b) The Corps shall be open to youth of both sexes and youth of all social, economic, and racial classifications, with no person being employed as a member of the Corps for a term in excess of ninety days during any single year.

[SECRETARIAL DUTIES AND FUNCTIONS]

[SEC. 3. (a) In carrying out this Act, the Secretary of the Interior and the Secretary of Agriculture shall—

[1] determine, with other Federal agencies, the areas under the administrative jurisdiction of the Secretaries which are appropriate for carrying out programs using members of the Corps, and determine and select appropriate work and education programs and projects for participation by members of the Corps;

[2] determine the rate of pay, hours, and other conditions of employment in the Corps, except that members of the Corps shall not be deemed to be Federal employees other than for the purposes of chapter 171 of title 28, United States Code, and chapter 81 of title 5, United States Code;

[3] provide for such transportation, lodging, subsistence, and other services and equipment as they may deem necessary or appropriate for the needs of members of the Corps in their duties;

[4] promulgate regulations to insure the safety, health, and welfare of the Corps members; and

[5] provide, to the extent possible, that permanent or semi-permanent facilities used as Corps camps be made available to local schools, school districts, State junior colleges and universities, and other educational institutions for use as environmental/ ecological education camps during periods of nonuse by the Corps program.

Costs for operations, maintenance, and staffing of Corps camp facilities during periods of use by non-Corps programs as well as any liability for personal injury or property damage stemming from such use shall be the responsibility of the entity or organization using the facility and shall not be a responsibility of the Secretaries or the Corps.

[b] Whenever economically feasible, existing but unoccupied Federal facilities and surplus or unused equipment (or both), of all types, including military facilities and equipment, shall be utilized for the purposes of the Corps, where appropriate and with the approval of the Federal agency involved. To minimize transportation costs, Corps members shall be employed on conservation projects as near to their places of residence as is feasible.

[c] The Secretary of the Interior and the Secretary of Agriculture may contract with any public agency or organization or any private-

nonprofit agency or organization which has been in existence for at least five years for the operation of any Youth Conservation Corps project.

PILOT GRANT PROGRAM FOR STATE PROJECTS

SEC. 4. (a) The Secretary of the Interior and the Secretary of Agriculture shall jointly establish a pilot grant program under which grants shall be made to States to assist them in meeting the cost of projects for the employment of young men and women to develop, preserve, and maintain non-Federal public lands and waters within the States. For purposes of this section, the term "States" includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands, and American Samoa.

(b)(1) No grant may be made under this section unless an application therefor has been submitted to, and approved by, the Secretary of the Interior and the Secretary of Agriculture. Such application shall be in such form, and submitted in such manner, as the Secretaries shall jointly by regulation prescribe, and shall contain—

(A) assurances satisfactory to the Secretaries that individuals employed under the project for which the application is submitted shall (i) have attained the age of fifteen but not attained the age of nineteen, (ii) be permanent residents of the United States or its territories, possessions, or the Trust Territory of the Pacific Islands, (iii) be employed without regard to the personnel laws, rules, and regulations applicable to full-time employees of the applicant, (iv) be employed for a period of not more than ninety days in any calendar year, and (v) be employed without regard to their sex or social, economic, or racial classification; and

(B) such other information as the Secretaries may jointly by regulation prescribe.

(2) The Secretaries may approve applications which they determine (A) meet the requirements of paragraph (1), and (B) are for projects which will further the development, preservation, or maintenance of non-Federal public lands or waters within the jurisdiction of the applicant.

(c)(1) The amount of any grant under this section shall be determined jointly by the Secretaries, except that no grant for any project may exceed 80 per centum of the cost (as determined by the Secretaries) of such project.

(2) Payments under grants under this section may be made in advance or by way of reimbursement and at such intervals and on such conditions as the Secretaries find necessary.

(d) Thirty per centum of the sums appropriated under section 6 for any fiscal year shall be used for making grants under this section for such fiscal year.

SECRETARIAL REPORTS

SEC. 5. The Secretary of the Interior and Secretary of Agriculture shall annually prepare a joint report detailing the activities carried out under this Act and providing recommendations. Each report for a fiscal year shall be submitted concurrently to the President and the Congress not later than one hundred and eighty days following the close of that fiscal year.

[AUTHORIZATION OF APPROPRIATIONS]

[SEC. 6. There are authorized to be appropriated amounts not to exceed \$30,000,000 for fiscal year ending June 30, 1973, and \$60,000,000 for the fiscal year ending June 30, 1974, to be made available to the Secretary of the Interior and the Secretary of Agriculture to carry out the purposes of this Act. Notwithstanding any other provision of law, funds appropriated for any fiscal year to carry out this Act shall remain available for obligation and expenditure until the end of the fiscal year following the fiscal year for which appropriated.]

That the Act of October 27, 1972 (86 Stat. 1319) is amended to read as follows:

POLICY AND PURPOSE

SECTION 1. The Congress finds that the Youth Conservation Corps has demonstrated a high degree of success as a pilot program wherein American youth, representing all segments of society have benefited by gainful employment in the healthful outdoor atmosphere of the national park system, the national forest system, and other public land and water areas of the United States, and by their employment have developed, enhanced, and maintained the natural resources of the United States, and whereas in so doing the youth have gained an understanding and appreciation of the Nation's environment and heritage equal to one full academic year of study, it is accordingly the purpose of this Act to expand and make permanent the Youth Conservation Corps and thereby further the development and maintenance of the natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people.

YOUTH CONSERVATION CORPS

SEC. 2. (a) To carry out the purposes of this Act, there is established in the Department of the Interior and the Department of Agriculture a Youth Conservation Corps (hereinafter referred to as the 'Corps'). The Corps shall consist of young men and women who are permanent residents of the United States, its territories, possessions, or trust territories, who have attained age fifteen but have not attained age nineteen, and whom the Secretary of the Interior or the Secretary of Agriculture may employ without regard to the civil service or classification laws, rules or regulations, for the purpose of developing, preserving, or maintaining the lands and waters of the United States.

(b) The Corps shall be open to youth of both sexes and youth of all social, economic, and racial classifications with all Corps members receiving compensation consistent with work accomplished, and with no person being employed as a member of the Corps for a term in excess of ninety days during any single year.

SECRETARIAL DUTIES AND FUNCTIONS

SEC. 3. (a) In carrying out this Act, the Secretary of the Interior and the Secretary of Agriculture shall—

(1) determine the areas under their administrative jurisdictions which are appropriate for carrying out programs using employees of the Corps;

(2) determine, with other Federal agencies, the areas under the administrative jurisdiction of these agencies which are appropriate for carrying out programs using members of the Corps, and determine and select appropriate work and education programs and projects for participation by members of the Corps;

(3) determine the rates of pay, hours, and other conditions of employment in the Corps, except that all members of the Corps shall not be deemed to be Federal employees other than for the purposes of chapter 171 of title 28, United States Code, and chapter 81 of title 5, United States Code;

(4) provide for such transportation, lodging, subsistence, and other services and equipment as they may deem necessary or appropriate for the needs of members of the Corps in their duties;

(5) promulgate regulations to insure the safety, health, and welfare of the Corps members; and

(6) provide to the extent possible, that permanent or semipermanent facilities used as Corps camps be made available to local schools, school districts, State junior colleges and universities, and other education institutions for use as environmental/ecological education camps during periods of nonuse by the Corps program. Costs for operations, maintenance, and staffing of Corps camp facilities during periods of use by non-Corps programs as well as any liability for personal injury or property damage stemming from such use shall be the responsibility of the entity or organization using the facility and shall not be a responsibility of the Secretaries or the Corps.

(b) Whenever economically feasible, existing but unoccupied Federal facilities and surplus or unused equipment (or both), of all types, including military facilities and equipment, shall be utilized for the purposes of the Corps, where appropriate and with the approval of the Federal agency involved. To minimize transportation costs, Corps members shall be employed on conservation projects as near to their places of residence as is feasible.

(c) The Secretary of the Interior and the Secretary of Agriculture may contract with any public agency or organization or any private nonprofit agency or organization which has been in existence for at least five years for the operation of any Youth Conservation Corps project.

GRANT PROGRAM FOR STATE PROJECTS

SEC. 4. (a) The Secretary of the Interior and the Secretary of Agriculture shall jointly establish a program under which grants shall be made to States to assist them in meeting the cost of projects for the employment of young men and women to develop, preserve, and maintain non-Federal public lands and waters within the States. For purposes of this section, the term "States" includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands, and American Samoa.

(b)(1) No grant may be made under this section unless an application therefor has been submitted to, and approved by, the Secretary of the Interior and the Secretary of Agriculture. Such application shall be in such form, and submitted in such manner, as the Secretaries shall jointly by regulation prescribe, and shall contain—

(A) assurances satisfactory to the Secretaries that individuals employed under the project for which the application is submitted

shall (i) have attained the age of fifteen but not attained the age of nineteen, (ii) be permanent residents of the United States or its territories, possessions, or the Trust Territory of the Pacific Islands, (iii) be employed without regard to the personnel laws, rules, and regulations applicable to full-time employees of the applicant, (iv) be employed for a period of not more than ninety days in any calendar year, and (v) be employed without regard to their sex or social, economic, or racial classification; and

(B) such other information as the Secretaries may jointly by regulation prescribe.

(2) The Secretaries may approve applications which they determine (A) meet the requirements of paragraph (1), and (B) are for projects which will further the development, preservation, or maintenance of non-Federal public lands or waters within the jurisdiction of the applicant.

(c)(1) The amount of any grant under this section shall be determined jointly by the Secretaries, except that no grant for any project may exceed 80 per centum of the cost (as determined by the Secretaries) of such project.

(2) Payments under grants under this section may be made in advance or by way of reimbursement and at such intervals and on such conditions as the Secretaries find necessary.

(d) Thirty per centum of the sums appropriated under section 6 for any fiscal year shall be made available for making grants under this section for such fiscal year.

SECRETARIAL REPORTS

SEC. 5. The Secretary of the Interior and Secretary of Agriculture shall annually prepare a joint report detailing the activities carried out under this Act and providing recommendations. Each report for the proceeding program year shall be submitted concurrently to the President and the Congress not later than April 1 of each year.

AUTHORIZATION OF APPROPRIATIONS

SEC. 6. There are authorized to be appropriated, and made available to the Secretary of the Interior and the Secretary of Agriculture to carry out the purposes of this Act, amounts not to exceed \$100,000,000 for each fiscal year. Notwithstanding any other provision of law, funds appropriated for any fiscal year to carry out this Act shall remain available for obligation and expenditure until the end of the fiscal year following the fiscal year for which appropriated.



Ninety-third Congress of the United States of America
AT THE SECOND SESSION

*Begun and held at the City of Washington on Monday, the twenty-first day of January,
one thousand nine hundred and seventy-four*

An Act

To amend the Youth Conservation Corps Act of 1972 (Public Law 92-597, 86 Stat. 1319) to expand and make permanent the Youth Conservation Corps, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of August 13, 1970 (84 Stat. 794) is amended to read as follows:

"POLICY AND PURPOSE

"SECTION 1. The Congress finds that the Youth Conservation Corps has demonstrated a high degree of success as a pilot program wherein American youth, representing all segments of society, have benefited by gainful employment in the healthful outdoor atmosphere of the national park system, the national forest system, other public land and water areas of the United States and by their employment have developed, enhanced, and maintained the natural resources of the United States, and whereas in so doing the youth have gained an understanding and appreciation of the Nation's environment and heritage equal to one full academic year of study, it is accordingly the purpose of this Act to expand and make permanent the Youth Conservation Corps and thereby further the development and maintenance of the natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people.

"YOUTH CONSERVATION CORPS

"SEC. 2. (a) To carry out the purposes of this Act, there is established in the Department of the Interior and the Department of Agriculture a Youth Conservation Corps (hereinafter referred to as the 'Corps'). The Corps shall consist of young men and women who are permanent residents of the United States, its territories, possessions, trust territories, or Commonwealth of Puerto Rico who have attained age fifteen but have not attained age nineteen, and whom the Secretary of the Interior or the Secretary of Agriculture may employ without regard to the civil service or classification laws, rules, or regulations, for the purpose of developing, preserving, or maintaining the lands and waters of the United States.

"(b) The Corps shall be open to youth from all parts of the country of both sexes and youth of all social, economic, and racial classifications with all Corps members receiving compensation consistent with work accomplished, and with no person being employed as a member of the Corps for a term in excess of ninety days during any single year.

"SECRETARIAL DUTIES AND FUNCTIONS

"SEC. 3. (a) In carrying out this Act, the Secretary of the Interior and the Secretary of Agriculture shall—

"(1) determine the areas under their administrative jurisdictions which are appropriate for carrying out the programs using employees of the Corps;

"(2) determine with other Federal agencies the areas under the administrative jurisdiction of these agencies which are appropriate for carrying out programs using members of the Corps, and determine and select appropriate work and education programs and projects for participation by members of the Corps;

“(3) determine the rates of pay, hours, and other conditions of employment in the Corps, except that all members of the Corps shall not be deemed to be Federal employees other than for the purpose of chapter 171 of title 28, United States Code, and chapter 81 of title 5, United States Code.

“(4) provide for such transportation, lodging, subsistence, and other services and equipment as they may deem necessary or appropriate for the needs of members of the Corps in their duties;

“(5) promulgate regulation to insure the safety, health, and welfare of the Corps members; and

“(6) provide to the extent possible, that permanent or semi-permanent facilities used as Corps camps be made available to local schools, school districts, State junior colleges and universities, and other education institutions for use as environmental/ecological education camps during periods of nonuse by the Corps program.

Costs for operations maintenance, and staffing of Corps camp facilities during periods of use by non-Corps programs as well as any liability for personal injury or property damage stemming from such use shall be the responsibility of the entity or organization using the facility and shall not be a responsibility of the Secretaries or the Corps.

“(b) Existing but unoccupied Federal facilities and surplus or unused equipment (or both), of all types including military facilities and equipment, shall be utilized for the purposes of the Corps, where appropriate and with the approval of the Federal agency involved. To minimize transportation costs, Corps members shall be employed on conservation projects as near to their places of residence as is feasible.

“(c) The Secretary of the Interior and the Secretary of Agriculture may contract with any public agency or organization or any private nonprofit agency or organization which has been in existence for at least five years for the operation of any Youth Conservation Corps project.

“GRANT PROGRAM FOR STATE PROJECTS

SEC. 4. (a) The Secretary of the Interior and the Secretary of Agriculture shall jointly establish a program under which grants shall be made to States to assist them in meeting the cost of projects for the employment of young men and women to develop, preserve, and maintain non-Federal public lands and waters within the States. For purposes of this section, the term ‘States’ includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands, and American Samoa.

“(b) (1) No grant may be made under this section unless an application therefor has been submitted to, and approved by, the Secretary of the Interior and the Secretary of Agriculture. Such application shall be in such form, and submitted in such manner, as the Secretaries shall jointly by regulation prescribe, and shall contain—

“(A) assurances satisfactory to the Secretaries that individuals employed under the project for which the application is submitted shall (i) have attained the age of fifteen but not attained the age of nineteen, (ii) be permanent residents of the United States or its territories, possessions, or the Trust Territory of the Pacific Islands, (iii) be employed without regard to the personnel laws, rules, and regulations applicable to full-time employees of the applicant, (iv) be employed for a period of not more than ninety days in any calendar year, and (v) be employed without regard to their sex or social, economic, or racial classification; and

S. 1871—3

“(B) such other information as the Secretaries may jointly by regulation prescribe.

“(2) The Secretaries may approve applications which they determine (A) to meet the requirements of paragraph (1), and (B) are for projects which will further the development, preservation, or maintenance of non-Federal public lands or waters within the jurisdiction of the applicant.

“(c)(1) The amount of any grant under this section shall be determined jointly by the Secretaries, except that no grant for any project may exceed 80 per centum of the cost (as determined by the Secretaries) of such project.

“(2) Payments under grants under this section may be made in advance or by way of reimbursement and at such intervals and on such conditions as the Secretaries find necessary.

“(d) Thirty per centum of the sums appropriated under section 6 for any fiscal year shall be made available for grants under this section for such fiscal year.

“**SECRETARIAL REPORTS**

“SEC. 5. The Secretary of the Interior and Secretary of Agriculture shall annually prepare a joint report detailing the activities carried out under this Act and providing recommendations. Each report for a program year shall be submitted concurrently to the President and the Congress not later than April 1 following the close of that program year.

“**AUTHORIZATION OF APPROPRIATIONS**

“SEC. 6. There are authorized to be appropriated amounts not to exceed \$60,000,000 for each fiscal year, which amounts shall be made available to the Secretary of the Interior and the Secretary of Agriculture to carry out the purposes of this Act. Notwithstanding any other provision of law, funds appropriated for any fiscal year to carry out this Act shall remain available for obligation and expenditure until the end of the fiscal year following the fiscal year for which appropriated.”.

Speaker of the House of Representatives.

*Vice President of the United States and
President of the Senate.*

FOR IMMEDIATE RELEASE

SEPTEMBER 3, 1974

Office of the White House Press Secretary

THE WHITE HOUSE

STATEMENT BY THE PRESIDENT

I am signing today S. 1871 which amends the Youth Conservation Corps Act of 1972.

The Youth Conservation Corps program provides summer work-education experiences for young people aged 15 through 18, of all income classes, on Federal lands administered by the Departments of Interior and Agriculture. This year, most of the States and territories established YCC programs on State lands under a pilot grant program.

This Act establishes a program to expand the participation of young people in activities on Federal and State lands. It makes the State grant program permanent. It also would permit use of Corps members on projects on Federal lands administered in other Federal agencies.

Though I have some concerns about the cost of this program at a time when inflation is our number one domestic problem, this Act is not inconsistent with the 1975 budget and thus I am pleased to be able to sign it.

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August 22, 1974

Dear Mr. Director:

The following bills were received at the White House on August 22nd:

S. 1871	H.R. 14402
S. 3703	H.R. 14920
H.R. 6485	H.R. 15205
H.R. 11864	H.R. 15842

Please let the President have reports and recommendations as to the approval of these bills as soon as possible.

Sincerely,

Robert D. Linder
Chief Executive Clerk

The Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D. C.