# The original documents are located in Box 32, folder "11/13/75 S896 Volunteers in the Parks Program" of the White House Records Office: Legislation Case Files at the Gerald R. Ford Presidential Library.

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ACTION

THE WHITE HOUSE

Last Day: November 17

WASHINGTON

November 11, 1975

MEMORANDUM FOR

THE PRESIDENT

FROM:

JIM CANNON

SUBJECT:

Enrolled Bill S. 896 - Volunteers in the Parks

Attached for your consideration is S. 896, sponsored by Senators Jackson and Fannin, which increases the annual appropriation authorization for the Volunteers in the Parks Program from \$100,000 to \$250,000.

Additional information is provided in OMB's enrolled bill report at Tab A.

Interior, OMB, Max Friedersdorf, Counsel's Office (Lazarus) and I recommend approval of the enrolled bill.

RECOMMENDATION

That you sign S. 896 at Tab B.



EXECUTIVE OFFICE OF THE PRESIDENT OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

NOV 1 0 1975

### MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 896 - Volunteers in the Parks Program Sponsors - Sen. Jackson (D) Washington and Sen. Fannin (R) Arizona

Last Day for Action

November 17, 1975 - Monday

Purpose

Increases the annual appropriation authorization for the Volunteers in the Parks Program from \$100,000 to \$250,000.

Agency Recommendations

Office of Management and Budget	Approval
Department of the Interior	Approval

Discussion

Under the Volunteers in the Parks Act of 1970, the Secretary of the Interior is authorized to recruit, train, and provide incidental expenses for persons who volunteer to work in units of the National Park System. The volunteers' costs for lodging, transportation, uniforms, and subsistence are among the incidental expenses covered under the law. Except for purposes of the Federal Tort Claims Act and statutes pertaining to compensation for injuries, the volunteers are not considered to be Federal employees. The present appropriation authorization for this program is \$100,000 annually.

S. 896 would increase the annual appropriation authorization for the Volunteers in the Parks Program to \$250,000. The enrolled bill is identical to a legislative proposal that was submitted to the Congress earlier this year by the Department of the Interior following clearance by this Office, and it is consistent with your budget for fiscal year 1976.

In its letter concerning the enrolled bill, Interior notes that:

"The program has been highly successful as a means of enriching the experience of visitors to the National Park System, and as a method of affording meaningful public participation in the operation of that System. During fiscal year 1974, approximately 5,000 volunteers participated in the program. Moreover, the average daily cost to the National Park Service for each volunteer ... was only \$2.60."

\*\*\*\*

"Approval of S. 896 would increase that ceiling to \$250,000, thereby accommodating expansion of this unusually successful program that offers volunteers the opportunity to contribute, in a meaningful and much appreciated manner, to their fellow citizens' enjoyment of our Nation's unique cultural, historical, and natural heritage."

James m. Frey

Assistant Director for Legislative Reference

Enclosures

N . . .



United States Department of the Interior

OFFICE OF THE SECRETARY WASHINGTON, D.C. 20240

NOV 7 1975

Dear Mr. Lynn:

This responds to your request for the views of this Department on the enrolled bill S. 896, "To increase the appropriation authorization relating to the volunteers in the parks program, and for other purposes."

We recommend that the President approve this enrolled bill.

The Volunteers in the Parks Program, authorized pursuant to the Act of July 29, 1970 (84 Stat. 472; 16 U.S.C. 18g-j), was established to facilitate the recruitment, training, and service of volunteers in conjunction with interpretation and other visitor services within the National Park System. Examples of the diverse services donated by participants in the program include interpretation of tidal pool ecology for visitors to Cabrillo National Monument, making contact with visitors using cross-country ski and snowshoe trails in Mount Rainier National Park, conducting children's programs at Yellowstone National Park, assisting with the arts and crafts program at Gateway National Recreation Area, and historical research and living history interpretation of a Rocky Mountain homestead in Rocky Mountain National Park.

The program has been highly successful as a means of enriching the experience of visitors to the National Park System, and as a method of affording meaningful public participation in the operation of that System. During fiscal year 1974 approximately 5,000 volunteers participated in the program. Moreover, the average daily cost to the National Park Service for each volunteer, consisting of incidental expenses such as transportation, uniforms, lodging, and subsistence, was only \$2.60.

The program's success has resulted in rapid expansion in the number of volunteers since its inception in 1970. During fiscal year 1975, 5,810 volunteers are expected to participate in 145 areas of the National Park System, and requests for



Save Energy and You Serve America!

funding their incidental expenses total approximately \$192,000. These data do not cover Bicentennial activities proposed for that System during the same period, which could involve more than 2,000 additional volunteers and require incremental funding of at least \$50,000.

However, Section 4 of the 1970 Act imposed an annual appropriation authorization ceiling of \$100,000 for the Volunteers in the Parks Program. Thus, if this ceiling is not increased substantially, the growing requests for such funding by Park System areas would further spread already scarce funds, diluting the program's effectiveness and denying service opportunities therein to many persons who require minimal reimbursement for their out-of-pocket expenses.

Approval of S. 896 would increase that ceiling to \$250,000, thereby accommodating expansion of this unusually successful program that offers volunteers the opportunity to contribute, in a meaningful and much appreciated manner, to their fellow citizens' enjoyment of our Nation's unique cultural, historical, and natural heritage.

Sincerely yours,

P. F. R.D.

Acting Assistant Secretary of the Interior

Honorable James T. Lynn Director Office of Management and Budget Washington, D. C. 20503

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# EXECUTIVE OFFICE OF THE PRESIDENT OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

NOV 1 0 1975

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 896 - Volunteers in the Parks Program Sponsors - Sen. Jackson (D) Washington and Sen. Fannin (R) Arizona

Last Day for Action

November 17, 1975 - Monday

### Purpose

Increases the annual appropriation authorization for the Volunteers in the Parks Program from \$100,000 to \$250,000.

Agency Recommendations

Office of Management and Budget Approval

Department of the Interior Approval

### Discussion

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James m. Frey

Assistant Director for Legislative Reference

Enclosures

THE WHITE HOUSE

LOG NO.: 925

Date: Nove	mber 10	Time:	500pm	
FOR ACTION	I: George Humphreys A Max Friedersdorf Ken Lazarus	cc (for info		Jim Cavanaugh Jack Marsh Warren Hendri <b>k</b> s

FROM THE STAFF SECRETARY

ACTION MEMORANDUM

DUE:	Date:	November	11	Time:	400pm	

SUBJECT:

S. 896 - Volunteers in the Parks program

ACTION REQUESTED:

\_\_\_\_\_ For Necessary Action

\_\_\_\_ For Your Recommendations

\_\_\_\_ Prepare Agenda and Brief

\_\_\_\_ Draft Reply

For Your Comments

\_\_\_\_ Draft Remarks

**REMARKS:** 

Pleaserreturn to Judy Johnston, Ground Floor 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 DN MEMORANDUM WASHINGTON, LOG NO.: 925

Date: November 10 . Time: 500pm

FOR ACTION:

George Humphreys Max Friedersdorf Ken Lazarus cc (for information):

Jim Cavanaugh Jack Marsh Warren Hendriks

### FROM THE STAFF SECRETARY

DUE: Date:	November	11	Time:	400pm	
SUBJECT:				. •	

S. 896 - Volunteers in the Parks program

### ACTION REQUESTED:

\_\_\_\_\_ For Necessary Action

\_\_\_\_ Prepare Agenda and Brief

----- For Your Recommendations

\_\_\_\_ Draft Reply

X For Your Comments

- \_\_\_\_ Draft Remarks

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**REMARKS:** 

Please return to Judy Johnston, Ground Floor West Wing

news determined and the second of the second and the

No objection. -- Ken Lazarus 11/11/75

### 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.

James H. Cardinash '

925 LOG NO .:

•	November	10
D. to:	NOVEMBEL	TO

WASHINGTON

Time:

500pm

FOR ACTION:

ON MEMORANDUM

George Humphreys Max Friedersdorf Ken Lazarus

cc (for information): . Jim. Cavanaugh Jack Marsh Warren Hendriks

FROM THE STAFF SECRETARY

DUE:	Date:	November	11	•	1.	 Time:	400pm	
SUBJE	ECT:	•						

S. 896 - Volunteers in the Parks program

### **ACTION REQUESTED:**

For Necessary Action

Prepare Agenda and Brief

\_ For Your Recommendations

\_\_\_ Draft Reply

For Your Comments \_\_\_\_ Draft Remarks

**REMARKS:** 

Please return to Judy Johnston, Ground Floor West Wing

Nov. 11, 1975

I have no other recommendations on this legislation.

George W. Humphreys were in a mark day of · m · .

# 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.

James H. Carmansh For the Provident

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# THE WHITE HOUSE

WASH NGTON

# November 12, 1975

MEMORANDUM FOR:

JIM CAVANAUGH

FROM:

MAX L. FRIEDERSDORF

S. 896 - Volunteers in the Parks program

SUBJECT:

The Office of Legislative Affairs concurs with the agencies that the subject bill be signed.

Attachments

SATH CONGRESS ( DERITIE ) N. O			Laicillai	NU. 03
160 00000000 )	94TH CONGRESS 1st Session	SENATE	{	<b>Report</b> No. 94-99

Colondan No 00

# INCREASING APPROPRIATION AUTHORIZATION RE-LATING TO THE VOLUNTEERS IN THE PARKS PRO-GRAM, AND FOR OTHER PURPOSES

APRIL 29 (legislative day APRIL 21), 1975 .- Ordered to be printed

Mr. JAVITS (for Mr. JOHNSTON), from the Committee on Interior and Insular Affairs, submitted the following

### REPORT

### [To accompany S. 896]

The Committee on Interior and Insular Affairs, to which was referred the bill (S. 896) to increase the appropriation authorization relating to the volunteers in the parks program, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

S. 896 is amended as follows:

Page 1. line 5, after "472;" insert the figure "16".

### PURPOSE

The purpose of S. 896 is to increase the annual appropriation authorization for the Volunteers in the Parks Program from \$100,000 to \$250,000.

### BACKGROUND

The Volunteers in the Parks Act of 1970 authorized a program to recruit, train and provide incidental expenses for persons who volunteer to work in units of the National Park System.

Volunteers are not considered to be Federal employees except for purposes of the Federal Tort Claims Act and statutes pertaining to compensation for injuries. The incidental expenses listed in the statute include transportation, uniform, lodging, and subsistence.

Section 4 of the Act provided an annual authorization of \$100,000 for the program. During 1974, the Department estimates that approximately 5,000 volunteers participated at an average daily cost of \$2.60.

### NEED

The program has been successful and the Department has submitted legislation to increase the authorization level to \$250,000 per annum. During FY '75 the Department expects almost 6,000 volunteers in 145 units of the Park System with incidental expense requests of \$192,000. In addition, the Department expects Bicentennial activities to involve 2,000 additional volunteers at an additional cost of \$50,000.

### AMENDMENT

The amendment made by the Committee to S. 896 is strictly technical in nature.

### COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs in open mark-up session on April 16, 1975, with a quorum present, unanimously ordered S. 896, as amended, reported favorably to the Senate.

# DEPARTMENTAL REPORT

The favorable report of the Department of the Interior on S. 896 is set forth in full as follows:

### U.S. DEPARTMENT OF THE INTERIOR, OFFICE OF THE SECRETARY. Washington, D.C., April 25, 1975.

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

DEAR MR. CHARMAN : Your Committee has requested the views of this Department on S. 896, a bill "To increase the appropriation authorization relating to the Volunteers in the Parks Program, and for other purposes."

We strongly recommend that this bill be enacted.

The Volunteers in the Parks Program, authorized pursuant to the Act of July 29, 1970 (84 Stat. 472; 16 U.S.C. 18g-j), was established to facilitate the recruitment, training, and service of volunteers in conjunction with interpretation and other visitor services within the National Park System. Examples of the diverse services donated by participants in the program include interpretation of tidal pool ecology for visitors to Cabrillo National Monument, making contact with visitors using cross-country ski and snowshoe trails in Mount Rainier National Park, conducting children's programs at Yellowstone National Park, assisting with the arts and crafts program at Gateway National Recreation Area, and historical research and living history interpretation of a Rocky Mountain homestead in Rocky Mountain National Park.

The program has been highly successful as a means of enriching the experience of visitors to the National Park System, and as a method of affording meaningful public participation in the operation of that System. During fiscal year 1974 approximately 5,000 volunteers participated in the program. Moreover, the average daily cost to the National Park Service for each volunteer, consisting of incidental expenses such as transportation, uniforms, lodging, and subsistence, was only \$2.60.

The program's success has resulted in rapid expansion in the number of volunteers since its inception in 1970. During fiscal year 1975, 5,810 volunteers are expected to participate in 145 areas of the National Park System, and requests for funding their incidental expenses total approximately \$192,000. These data do not cover Bicentennial activities proposed for that System during the same period, which could involve more than 2,000 additional volunteers and require incremental funding of at least \$50,000.

However, Section 4 of the 1970 Act imposed an annual appropriation authorization ceiling of \$100,000 for the Volunteers in the Parks Program. Thus, if this ceiling is not increased substantially, the growing requests for such funding by Park System areas would further spread already scarce funds, diluting the program's effectiveness and denying service opportunities therein to many persons who require minimal reimbursement for their out-of-pocket expenses.

Enactment of S. 896 would increase that ceiling to \$250,000, thereby accommodating expansion of this unusually successful program that offers volunteers the opportunity to contribute, in a meaningful and much appreciated manner, to their fellow citizens' enjoyment of our Nation's unique cultural, historical, and natural heritage.

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,

NATHANIEL P. REED. Assistant Secretary of the Interior.

### 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. 896, 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 JULY 29, 1970 (84 STAT. 472; 16 U.S.C. 18j)

SEC. 4. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this title, but not more than \$100.000 \$250,000 shall be appropriated in any one year.

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# 94TH CONGRESS HOUSE OF REPRESENTATIVES REPORT

### INCREASING THE APPROPRIATION AUTHORIZATION RELATING TO THE VOLUNTEERS IN THE PARKS PROGRAM, AND FOR OTHER PURPOSES

OCTOBER 8, 1975.—Committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

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

### REPORT

### [To accompany S. 896]

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 896), to increase the appropriation authorization relating to the volunteers in the parks program, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

### COMMITTEE REPORT TO ACCOMPANY S. 896

### PURPOSE

The purpose of S. 896 is to authorize an increase in the authorization ceiling for the Volunteers in the Parks program from \$100,000 to \$250,000 per year. A companion bill (H.R. 5631 by Representatives Taylor and Sebelius) was also before the Committee.

### BACKGROUND AND NEED FOR LEGISLATION

The Act of July 29, 1970, authorized a program to institute a means of utilizing the skills and interests of private citizens in supplementing the operations of the National Park System. While volunteers were to serve without pay, the Act provided that reimbursement could be made for incidental expenses such as transportation, uniforms, lodging, and subsistence. No change is proposed in the specific range of expenses for which an individual volunteer may expect to be compensated.

The program to date has operated under an authorization ceiling of \$100,000 per annum, and has proved to be highly successful. In fiscal year 1974, some 5,000 volunteers contributed over 300,000 hours to park programs, at a cost to the government of some 32 cents per hour.

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Volunteers make important contributions to living history and other interpretive programs, work with educational groups, assist in a variety of ways.

For fiscal year 1976, requests from park areas total over \$331,000, including expanded volunteer participation in bicentennial activities. Authorization at the level of \$250,000, if funded, will permit increased opportunities for visitors to experience many of the interpretive programs which depend on volunteer support, and will allow a number of park areas which are presently unable to participate in the volunteers program to do so.

#### SECTION-BY-SECTION ANALYSIS

S. 896 substitutes the new figure of \$250,000 in the authorization section of Public Law 91-357, replacing the original figure of \$100,000.

### COST, BUDGET ACT COMPLIANCE, AND INFLATIONARY IMPACT STATEMENT

If enacted, S. 896 will increase the amount authorized to be appropriated for the Volunteers in the Parks program by \$150,000 per fiscal year. When implemented, this authorization will result in a nominal increase in the annual budget for the National Park Service. It is contemplated that this program will supplement and not replace existing park programs. By imposing this authorization ceiling upon this specific operating function, the Committee retains a greater degree of control over the program than overwise would be possible and will be able to continue monitoring its progress in accordance with its oversight responsibilities.

While the inflationary impact of this small increase in spending will be negligible, it should be pointed out that the agency will receive a great many hours of valuable time contributed by highly skilled individuals. This enrichment of agency programs would entail much greater expense if provided through the usual employment procedures.

#### OVERSIGHT STATEMENT

The hearings conducted on this legislation also served to allow the Committee to review the history of the use of volunteers in the National Park System. Specific questions directed to the witness for the Department of the Interior dealt with the scope of expenses which have been considered reimbursable under the terms of the original Act. No recommendations were submitted to the Committee pursuant to Rule X, Clause 2(b)(2).

### COMMITTEE CONSIDERATION AND RECOMMENDATION

The Subcommittee on National Parks and Recreation held hearings on June 9, 1975, on H.R. 5631. On July 8, 1975, the Subcommittee reported S. 896 without amendment. This is the companion measure passed by the Senate on May 1, 1975.

The Committee on Interior and Insular Affairs, meeting in open session on September 4, 1975, reported S. 896 without amendment by voice vote.

#### DEPARTMENTAL REPORT

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The favorable report of the Department of the Interior, dated April 24, 1975, follows:

### U.S. DEPARTMENT OF THE INTERIOR, OFFICE OF THE SECRETARY, Washington, D.C., April 24, 1975.

### Hon. JAMES A. HALEY,

# Chairman, Committee on Interior and Insular Affairs, House of Representatives,

Washington, D.C.

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on H.R. 5631, a bill "To increase the appropriation authorization relating to the Volunteers in the Parks Program, and for other purposes."

We strongly recommend that this bill be enacted.

The Volunteers in the Parks Program, authorized pursuant to the Act of July 29, 1970 (84 Stat. 472; 16 U.S.C. 18g-j), was established to facilitate the recruitment, training, and service of volunteers in conjunction with interpretation and other visitor services within the National Park System. Examples of the diverse services donated by participants in the program include interpretation of tidal pool ecology for visitors to Cabrillo National Monument, making contact with visitors using cross-country ski and snowshoe trails in Mount Rainier National Park, conducting children's programs at Yellowstone National Park, assisting with the arts and crafts program at Gateway National Recreation Area, and historical research and living history interpretation of a Rocky Mountain homestead in Rocky Mountain National Park.

The program has been highly successful as a means of enriching the experience of visitors to the National Park System, and as a method of affording meaningful public participation in the operation of that System. During fiscal year 1971 approximately 5,000 volunteers participated in the program. Moreover, the average daily cost to the National Park Service for each volunteer, consisting of incidental expenses such as transportation, uniforms, lodging, and subsistence, was only \$2.60.

The program's success has resulted in rapid expansion in the number of volunteers since its inception in 1970. During fiscal year 1975, 5,810 volunteers are expected to participate in 145 areas of the National Park System, and requests for funding their incidental expenses total approximately \$192,000. These data do not cover Bicentennial activities proposed for that System during the same period, which could involve more than 2,000 additional volunteers and require incremental funding of at least \$50,000.

However, Section 4 of the 1970 Act imposed an annual appropriation authorization ceiling of \$100,000 for the Volunteers in the Parks Program. Thus, if this ceiling is not increased substantially, the growing requests for such funding by Park System areas would further spread already scarce funds, diluting the program's effectiveness and denying service opportunities therein to many persons who require minimal reimbursement for their out-of-pocket expenses.

Enactment of H.R. 5631 would increase that ceiling to \$250,000, thereby accommodating expansion of this unusually successful program that offers volunteers the opportunity to contribute, in a meaningful and much appreciated manner, to their fellow citizens' enjoyment of our Nation's unique cultural, historical, and natural heritage.

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,

### NATHANIEL REED. Assistant Secretary of the Interior.

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### CHANGES IN EXISTING LAW

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 italic, existing law in which no change is proposed is shown in roman):

# ACT OF JULY 29, 1970 (84 STAT. 872; 16 U.S.C. 18j)

SEC. 4. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this title, but not more than \$[100,000] 250,000 shall be appropriated in any one year. \* \* \* \*

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# Rinety-fourth Congress of the United States of America

# AT THE FIRST SESSION

Begun and held at the City of Washington on Tuesday, the fourteenth day of January, one thousand nine hundred and seventy-five

# An Act

To increase the appropriation authorization relating to the volunteers in the parks program, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to increase the appropriation authorization relating to the volunteers in the parks program, section 4 of the Act of July 29, 1970 (84 Stat. 472; 16 U.S.C. 18j), is amended by deleting the figure "100,000" appearing therein and inserting the figure "250,000" in its place.

Speaker of the House of Representatives.

Vice President of the United States and President of the Senate: November 5, 1975

Dear Mr. Director:

The following bills were received at the White House on November 5th:

> 8. 24 S. 8964 S. 1649

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 James T. Lynn Director Office of Management and Budget Washington, D. C. 2