

**Forest Service Manual
National Headquarters - Washington Office
Washington, DC**

Forest Service Manual 1800 – Volunteers And Service

Chapter 1810 - Service Programs

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Approved by: James M. Pena, Associate Deputy Chief, NFS

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Responsible Staff:

Explanation of changes: Following is an explanation of the changes throughout the directive by section.

Posting Instructions: Amendments are numbered consecutively by title and calendar year. Post by document; remove the entire document and replace it with this amendment. Retain this transmittal as the first page(s) of this document. The last amendment to this title was 1800-2014-2 to FSM 1800_zero_code.

1800: Changes the title to Volunteers and Service.

1810: Changes the chapter title from “Hosted Programs in the Forest Service” to “Service Programs”. Also throughout chapter changes “hosted programs” to “service programs”; “hosted program participants” and “human resource program participants” to “service program participants”. Also makes editorial, reference, and format changes throughout the chapter.

1810.3: Revises “Director of Financial Management or the Assistant Director, Research Support Services” to “Director of Acquisition Management”.

1810.41: Revises “Senior, Youth and Volunteer Programs” to “Volunteers and Service staff of the Recreation, Heritage, and Volunteer Resources area”.

1810.61: Revises “Regional Director of Fiscal and Accounting Management or the Assistant Director, Research Support Services” to “Acquisition Management”.

1811: Revises all references of “Job Training Partnership Act” to “Workforce Investment Act”; changed content of entire section to reflect Workforce Investment Act program information.

1816.4: Adds new section on Warrior Transition programs.

1818: Adds new section on Non-citizens on Partner Organization Crews.

1819: Revises section to reflect usage of Volunteers and Partners database for accomplishment reporting.

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The Forest Service is authorized to provide community and national service, work experience and training to participants in a wide variety of programs established by legislation, regulation, or mutual agreement with other organizations to assist low-income, unemployed, or underemployed persons and stakeholders interested in performing community or national service or supporting the Forest Service mission to care for the land and serve the people.

The Service programs of the Forest Service provide opportunities for citizen stewardship of national forests, grasslands, and prairies, involvement in and contributions to research, conservation of cultural and heritage resources, engagement in cooperative forestry, and support of the public lands legacy of the United States.

1810.1 - Authority

1. Programs Established by Federal Legislation. Hosting of participants in Federal programs or in federally funded programs sponsored by State or local governments must be authorized by statute. Specific authorities are cited for each program and discussed in this chapter.
2. Programs Under Non-Federal Legislation. The Forest Service may host assistance programs resulting from State or local legislation that are supported wholly by appropriations of State and local governments, including new programs that may not be specifically named, but are allowable under existing authorities.
3. Programs Administered by Non-profit Organizations. The Forest Service may host programs created, funded, and administered by non-profit and not-for-profit entities. Such entities may receive some funding from Federal or State governments. See §1817-Hosting Non-Federal Programs.

1810.2 - Objective

To promote agency participation in service, employment and training programs administered by State and local governments and organizations administering Federal grant programs.

1810.3 - Policy

Line officers shall take advantage, within administering capability, of every opportunity to host service and training programs which complement, assist, or enhance resource management activities as well as meet social and economic program requirements.

Line officers shall provide a copy of non-Federal legislation that establishes service programs to the appropriate Director of Acquisition Management. The Director will then review the legislation and advise the appropriateness and degree of Forest Service participation allowable under Government rules and regulations. It is Forest Service policy to have a written agreement with any sponsor or administering agency for any program the Forest Service hosts.

Service program participants shall not displace Federal employees nor impair contracts for services. Assignments for participants under age 18 must comply with the child labor provisions of the Fair Labor Standards Act and State child labor laws.

1810.4 - Responsibility

1810.41 - Volunteers and Service Programs

The Washington Office Volunteers and Service staff of the Recreation, Heritage, and Volunteer Resources area has responsibility for the overall administration, implementation, and coordination of service programs.

1810.42 - Regional Foresters, Station Directors, and Area Director

Regional Foresters, Station Directors, and the Area Director have the authority and responsibility for implementing service programs. This authority, including the authority to negotiate and approve agreements, may be delegated to any line or staff officer.

1810.5 - Definitions

Administering Agency. A Federal or State department or agency designated by law to administer a specific service program.

Challenge Cost Share Agreement. An Agreement type utilized when the Forest Service and its cooperator develop, plan, and implement a mutually beneficial project that enhances Forest Service activities.

Host. A Federal department or agency, such as the Forest Service, that provides training and work experience for participants of specific programs. Hosts do not receive funding from administering agencies or sponsors.

Participant. A person enrolled in and receiving benefits of a Federal or State grant, or participating in a program administered by a non-profit organization.

Participating Agreement. An Agreement type used by the Forest Service to engage in mutual interest, mutual benefit partnerships which, for service projects, involve job training or manpower development. See FSH 1509.11.

Sponsor. An organized group that receives funding by grant or contract with the administering agency that is responsible for carrying out all or part of a service program.

1810.6 - Hosting of Federally Funded Programs

1810.61 - Participant Eligibility and Status

1. Age. Do not host participants of Federal grant programs who are under the age of 16 (FSH 6109.41-FPM 338, subch. 5, sec. 2, and FPM 309, subch. 2 and 3) unless allowed by specific Federal legislation for a program.
2. Status. Service program participants are not considered Forest Service employees but may be covered by provisions of the Federal Tort Claims and Federal Employees Compensation Acts or by State or privately operated workers' compensation insurance. Specifically state the responsibility for workers' compensation and tort liability in the written agreement between the Forest Service and the program sponsor. Refer questions regarding applicability of laws and program requirements to Acquisition Management.

1810.62 - Assignments, Working Conditions, and Travel

1. Type of Service. Assign participants in service programs work similar to regular employees dealing with recreation, timber, soil and water, range and wildlife management, archaeology, research support, clerical duties, computer programming and operation, data processing, and/or any other appropriate work experience assignment.
2. Fire Suppression Activities. Assign participants to fire suppression activities if the agreement between the Forest Service and sponsor authorizes and establishes that:
 - a. Use of participants in fire suppression does not conflict with Forest Service or sponsor program responsibilities, or contractual requirements of the administering agency.
 - b. Participants shall meet fire suppression employment criteria contained in FSH 5109.34, chapter 10, section 11-13.5.
 - c. Participants may be considered employees of the Forest Service when assigned to fire suppression and hired as casual firefighters.
 - d. Participants may be paid by the Forest Service as Administratively Determined (AD) Casuals, not by the sponsor, while working in fire suppression. Determine in advance whether this pay will disqualify participants for the sponsor's program.
3. Supervision. Select supervisors of service program participants for their ability to work with participants of all ages and create learning situations. Supervisors must know and understand the objectives, goals, and requirements of the programs with which they work.

4. Compensation and Hours of Pay. Participant pay rates and duty hours are determined by the enabling legislation and paid by the participant's sponsor organization unless hired as AD Casuals.
5. Government Vehicle Driver's License. Issue Government driver's licenses to participants as needed and according to FSH 7109.19, section 63.
6. Participant Eligibility To Wear the Forest Service Uniform. Participants may wear the Forest Service uniform but not the badge (FSH 6509.11k, sec. 48).
7. Termination of Service. A supervisor may terminate a participant for cause under the rules of the Forest Service or under rules mutually agreed to by the Forest Service and sponsor or administering agency.
8. Participant Travel. Travel expenses may be paid for participants engaged in work benefitting the Forest Service (FSH 6509.33).

1810.63 - Cost Sharing

1. Refer to FSH 1509.11, chapter 50 and Acquisition Management staff for guidance on cost sharing and financial plans.
2. Federal funds received by partners from the national AmeriCorps program may be leveraged by partners for part of their match on Financial Plans.

1810.64 - Federal Funds Used as Match on AmeriCorps Grant Applications

Federal funds received by partner organizations from the Forest Service via partnership agreements may be shown as part of the organization's match on AmeriCorps grant applications.

1810.65 - Program Agreements

Master agreements with administering agencies and sponsors shall be made at the National, Regional, or local level, depending on the scope of the specific program and the circumstances involved. Negotiate and utilize Supplemental Project Agreements at the local level, tiered to existing National or Regional agreements. Where master agreements are not deemed efficient, useful or practical, standard unit level agreements may be created.

Include the authorities and responsibilities of both the sponsor and the Forest Service regarding the status of participants, working conditions, training pay, supervision, and other operational details. The Director of Acquisition Management shall review agreements prior to execution. See FSH 1509.11, chapter 50, for direction and documenting interagency agreements.

1810.7 - Sources of Information

Seek information about partnership programs and opportunities from Partnership coordinators, Offices of Civil Rights, administering agencies, or prime sponsors.

Consult the Catalog of Federal Domestic Assistance Programs (CFDA) to identify Federal grant programs and determine authorities for each program. This catalog is available online at <https://www.cfda.gov/>

1811 - The Workforce Investment Act Programs

1811.01 - Authority

The Workforce Investment Act of 1998, 20 U.S.C. 9201.

1. Title I of the Workforce Investment Act (WIA) defines establishment, makeup, and management of Workforce Investment Programs which includes the following: Subtitle A-Workforce Investment Definitions; Subtitle B-Statewide and Local Workforce Investment Systems; Subtitle C-Job Corps; Subtitle D-National Programs; Subtitle E-Administration and Subtitle F-Repeals and Conforming Amendments.
2. Title II of WIA provides Adult Education and Literacy. The purpose of this title is to create a partnership among the Federal Government, States and localities to provide, on a voluntary basis, adult education and literacy services.
3. Title III of WIA provides for Workforce Related Activities which includes the following: Subtitle A-Wagner-Peyser Act; Subtitle B-Linkages with other programs; Subtitle C-Twenty-first Century Workforce Commission and Subtitle D-Application of Civil Rights and Labor-Management Laws to Smithsonian Institution.
4. Title IV of WIA provides for the Rehabilitation Act amendments of 1998.
5. Title V of WIA contains General Provisions such as the State unified plan, performance indicators, incentive grants, privacy, buy-American requirements, transition provisions, and the effective date.

1811.02 - Objective

To provide workforce investment activities, through statewide and local workforce investment systems, that increase the employment, retention, and earnings of participants, and increase occupational skill attainment by participants, and, as a result, improve the quality of the workforce, reduce welfare dependency, and enhance productivity and competitiveness.

1811.04 - Responsibility

The Workforce Investment Act is administered through a Federal-State Partnership. The Department of Labor is the lead Federal Agency for WIA Adult, Dislocated Worker, Youth and Wagner-Peyser Activities, Job Corps, Native American, Migrant and Seasonal Farm Worker, and Veteran's workforce investment programs. The Department of Education is the lead Federal Agency for Adult Education and Literacy and Vocational Rehabilitation programs.

1811.1 - Sponsorship

Programs are coordinated by Local Workforce Investment Boards established within each State under the direction of State Workforce Investment Boards. State or local agencies or subcontractors such as community-based organizations or educational institutions may also operate programs.

1811.2 - Participation by Forest Service

Obtain information on participation in WIA programs from Local Workforce Investment Boards, local program operators, and local offices of the State Workforce Agency. Be aware of requirements of State and Local Workforce Investment Boards, which will impact the conditions of employment.

1812 - Work Study Programs

1812.1 - Federal Work Study

1812.11 - Authority

The Higher Education Act of 1965, 42 U.S.C. 2751-2756b, 34 CFR 673 and 675, authorizes the Federal Work Study program.

1812.12 - Objective

To provide part-time and vacation employment for undergraduate and graduates who require financial assistance.

1812.14 - Responsibility

The U.S. Department of Education administers the program. Colleges receiving funding for the program are responsible for administering the program at the working level.

1812.16 - Sponsorship

Sponsors are institutions of higher education receiving Department of Education grant funds.

1812.17 - Description

The Department of Education makes grants to educational institutions to pay up to 80 percent of the earnings of eligible students in eligible jobs in public and private nonprofit organizations. Students are generally allowed to work only 20 hours per week, but may work up to 40 hours per week with the approval of the college financial aid officer.

1812.18 - Participation by Forest Service

Use a Human Resources Agreement with the educational institution to host Federal Work Study Program (FWSP) students. Pay the share of student salaries not covered by program funds. Federal matching funds apply only to payments made from grants, not to payments made by other Federal agencies where students may also work. Reimburse the sponsor for the following:

1. Student wages to the extent requested. Such payments normally equal 20 percent, but in no event exceed 50 percent of the student's wages while enrolled in the FWSP.
2. The employer's share of social security costs.
3. Un-reimbursed administrative costs of the sponsoring institution.

Costs to administer Forest Service participation in addition to those costs funded by the Department of Education are allowable, but should be minimal and not represent a profit of the sponsor.

Make no direct payments to FWSP participants except per diem and transportation if required by the students' work assignment. Do not advance funds to the sponsor for its agreed-upon part of student wages. Execute a written agreement with the college clearly stating the terms and conditions for operating and funding the program.

1812.2 - Vocational Education Work Study Program

1812.21 - Authority

The Carl Perkins Vocational Education Act, 20 U.S.C. 2301 et seq.

1812.22 - Objective

To assist States in developing, expanding, improving, and modernizing vocational education programs for disadvantaged, disabled adults in need of training and retraining, single parents and homemakers, men and women entering nontraditional occupations, limited English speakers, and persons incarcerated in correctional institutions.

1812.24 - Responsibility

The Department of Education administers this program through grants to States.

1812.26 - Sponsorship

The program is generally operated by a State board for vocational education that provides for the compensation of students employed by local educational agencies and public agencies and institutions.

1812.27 - Description

Vocational educational services and activities include on-site programs such as cooperative education and work study programs. Obtain further information from the appropriate Regional Office of the Department of Education or the Director, Division of Vocational and Technical Education, Office of Education, Washington, DC 20202.

1812.28 - Participation by Forest Service

Funding plans may vary from State to State, but the Forest Service may contribute up to 20 percent of the student's pay. The Forest Service unit supervises students under this program but they also receive advice and assistance from school work study supervisors.

1813 - Senior Community Service Employment Program (Hosted)

The Senior Community Service Employment program is sponsored by organizations other than the Forest Service and the Forest Service participates as a host agency under Participating Agreements utilizing P.L. 94-148 as the authority. See FSH 1509.11, chapter 70.

1814 - Community Action Agency Volunteers

1814.01 - Authority

Domestic Volunteers Act of 1973, as amended, 42 U.S.C. 4951-4958.

1814.02 - Objective

To provide volunteer assistance in carrying out projects and programs when such assistance complements or enhances a given program.

1814.04 - Responsibility

The Community Action Agency develops programs and training, and provides guidance and limited funding to local sponsors who operate the program.

1814.1 - Sponsorship

Community Action programs are administered through grants to public and private nonprofit institutions and organizations. Volunteer program arrangements are made directly between the Community Action office having jurisdiction, the sponsor, and the hosting Federal agency.

1814.2 - Description

Community Action agencies place volunteers directly with local service agencies to develop and support volunteer programs that deal with the economically disadvantaged, older persons, military service veterans, community support and training, and volunteer program development.

1814.3 - Participation by Forest Service

Cooperation must be compatible with Community Action agency and Forest Service goals.

1816 - Vocational Rehabilitation Programs

1816.01 - Authority

The Rehabilitation Act of 1973, as amended, 29 U.S.C. 795, et. seq.

1816.02 - Objective

To provide grants to States to help disabled individuals achieve employment.

1816.04 - Responsibility

The Rehabilitation Services Administration of the Department of Education has administrative responsibility. Grantees are responsible for establishment and operation of programs.

1816.1 - Sponsorship

Program sponsors are State rehabilitation agencies, sometimes in cooperation with organizations or agencies concerned with persons with disabilities.

1816.2 - Description

State vocational rehabilitation agencies provide services tailored to individual needs of eligible disabled individuals, such as diagnostic evaluation, medical treatment, vocational training, job placement, and other services necessary for rehabilitation.

1816.3 - Participation by Forest Service

The Forest Service may participate in on-the-job training programs and special projects to provide work experience in recreation, conservation, maintenance, restoration of natural resource areas, or other appropriate work activity.

1816.4 - Warrior Transition Programs

The Forest Service may participate in on-the-job training programs, employment continuation programs, and special projects to provide work experience for active military members awaiting return to active duty or transition to veteran status. Utilize the appropriate agreement with the appropriate Department of Defense agency.

1817 - Hosting Non-Federal Programs

The Forest Service may host alternative work, work release for youth and adult offenders, work experience, job training, and school credit programs funded by State or local governments, and/or operated by non-profit organizations. Work experience programs sponsored by Native American reservation administrative councils and non-reservation entities often need public work positions for individuals or groups for varying lengths of time. Contact agencies or subcontractor program operators to determine the feasibility of hosting program participants.

Execute written agreements before hosting participants in non-Federal programs that describe the work to be accomplished and what each party will provide. Unless specific Federal statutory authority exists, use P.L. 94-148, Forest Service Programs Cooperative Agreement Act, (16 U.S.C. 565a-1). This authority permits the Forest Service to enter into participating agreements with organizations to carry out programs on National Forests that provide training and employment for participants while carrying out necessary resource management activities (FSH 1509.11, ch. 70). To use this authority, the following conditions must exist:

1. The program must be mutually beneficial to the Forest Service and to the program sponsor; and
2. The program should provide training and employment opportunities for its participants.

Under this authority, the Forest Service may reimburse the sponsor for a percentage of such items as cost of labor provided on National Forest lands, participant transportation costs, tools and equipment, and the cost of materials provided by the sponsor. On the financial plan the partner organization may utilize the value of their volunteer's unpaid hours minus any costs paid for stipends or similar payments provided by the Forest Service. Refer to FSH 1509.11.

1817.1 - Public Lands Corps

Partnerships with any youth or conservation corps which can successfully perform Public Lands Corps projects may utilize the guidance found in FSM 1820.

See FSH 1509.11, chapter 70 for information on creating and executing Agreements with Public Lands Corps partners.

1818 - Non-Citizens on Partner Organization Crews

An Agreement with the partner organization must be in place prior to acceptance of international visitors as part of the organization's crews. Unit Grants and Agreements staff or the unit Volunteers and Service Coordinator should assist in selecting and processing the appropriate Agreement.

Participating Agreements (PAs) utilize the authority of Public Law 94-148 which allows the Forest Service to partner with organizations that have job training and/or work experience as part of their mission. Supplemental Project Agreements (SPA) must be executed prior to project work, which must include details about inclusion of international visitors and details about the proposed cost share.

International participants on conservation crews must be in the United States on J-1 visas, and be provided remuneration equal to that of domestic participants if the organization will be leveraging the contributions of its participants. Participants are covered for work injuries and tort liability by the partner organization. The value of participants' hours may be leveraged on the SPA with the exception of international volunteers who have paid program fees or who are not receiving equal remuneration for their volunteer contributions. Such international volunteers may not be considered in the projected or actual outputs of the crew. Fees collected from internationals must be declared on the SPA as program income, which is not allowed as a partner-contributed cost. All international volunteers on all types of Agreements must be reported by the unit as international volunteers in the Volunteers and Partners database.

1819 - Accomplishment Reporting

Enter Service program data throughout the Fiscal Year into the Volunteers and Partners database (VPReports).

By November 15 of each year or as determined by the Washington Office, Regions, Stations, and the Area Office shall report to the Chief the number and demographics of Service program participants, program costs, and program accomplishments in terms of person-years and value of work performed for the previous fiscal year.