

Cost Sharing the Development of Archery Ranges

[Or, How to Build Your Range on a Bowstring]

by

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SECTION I SUMMARY AND INTRODUCTION

In 1990, the American Archery Council (AAC) initiated a program to help new or relocated bowhunters and recreational archers find a place to learn, practice and demonstrate their sport. This led to a computerized, continuously updated, call-in or write-in, range referral service. Concurrently, the AAC, in cooperation with the Archery Manufacturers and Merchants Organization ([AMO](#)) and several national archery and bowhunting associations, principally the National Field Archery Association ([NFAA](#)), compiled and published a comprehensive list of design and safety guidelines needed for virtually every type of archery range. This effort culminated in a single document, ***Archery and Bowhunter Range Guidelines***, with the intent to provide any new range developer — from summer camp leader, to archery club, to city recreation director, to hunter education coordinator — with a basic understanding of range requirements, as well as points-of-contact for design expertise.

A third, but less obvious, AAC project was also initiated in 1990: How to get financial assistance for archery range development. This effort, however, was essentially superseded by the publication of ***How to Develop New Places to Shoot*** by the Wildlife Management Institute (WMI). This excellent booklet provided a comprehensive guide to the sources of financial, technical and advisory assistance available for the development of all types shooting sports facilities. Because of more demanding acreage and terrain requirements, obvious emphasis was on firearm-only shooting ranges. Consequently, the AAC prepared a four-page, archery-only supplement in late 1990 as an insert to the WMI "how-to" booklet. In the interim, however, the subject of shooting range financial development was addressed at several national shooting range symposiums with documentation of actual case studies and with suggestions for new and innovative funding schemes. That is why the archery-only supplement needed updated and expanded to include the latest concepts. The first edition of this update was published by the AMO in 1994. In this current edition, the 1994 version is modernized by replacing the "dated" references and points-of contact with World Wide Web hyperlinks.

In summary, the purpose of this document is to provide archery and bowhunting clubs or ranges with up-to-date suggestions for the acquisition of land and/or facilities using cooperative cost-sharing.

It is reminded that the material herein emphasizes, or is limited to:

- Cooperative cost-sharing concepts associated with the acquisition and operation of shooting ranges. Design and safety specifications are covered elsewhere.
- Archery and bowhunter ranges only. The environmental and safety issues unique to firearm range funding are not addressed.
- Primarily outdoor ranges, with emphasis on land acquisition. Indoor ranges are not specifically excluded, but are limited to those operated by non-commercial clubs or community recreational organizations.

It is also cautioned that this manual does not intend to solve all your problems or answer all your questions. In fact, if you are pursuing federal aid for your project, you'll need:

- All the help you can get. You may even need some outside professional expertise, especially if [your state's wildlife agency](#) is not too cooperative or is not familiar with the federal aid process. [Your state's Hunter Education Coordinator](#), however, is expected to "grease the skids." *Never try this alone.*
- Lots of lead-time. You should expect that your project will compete with other worthwhile projects. This takes lots of time (several months, if not years), even with a cooperative state wildlife agency.
- Frequent follow-up inquiries. Don't ever expect the powers-to-be to call you when there's a problem with your grant request.
- One or more back-up plans. Since the approval rate for federal aid applications is extremely low, you'll need an alternate approach. In fact, this manual emphasizes alternate schemes.

The organization of this manual is arranged chronologically. The first step is **Understanding the Problem**; that is, do your homework, know that public funding means public shooting range, know both your friends and foes, realize that you must furnish at least 25% of the cost, and know who you're dealing with. The second step is **Planning the Project**, including your approach (and alternatives), work breakdown, team assignments, preliminary cost estimates, and schedule (for both funding acquisition and range construction). Next, you'll need a **Range Design** of sufficient detail to substantiate your cost estimate. [Remember, actual range design is not covered by this manual.] Range design is followed by **Sources of Financial Assistance**; i.e., the "idea list." The next section specifically addresses

federal funding by outlining the **Federal Aid Grant Proposal** package and the resulting **Grant Agreement**. [Both of these activities are initiated within your state's wildlife agency.] Regardless of your source of funding, you'll probably need an **Interlocal Cooperation Agreement**, which is nothing more than a "contract" or "Memorandum of Agreement (MOA)" between the range operator (your club) and the cooperative developer (the state, county or municipality). Unless it's an unrestricted grant, you'll need this "who-does-what" agreement. Finally, a few **Examples of Project Proposals and Agreements** are included in the Appendices.

SECTION II UNDERSTANDING THE PROBLEM

What problem? No one needs to remind us that the most pressing issue facing any archery or bowhunting club is the *acquisition* and *retention* of land for their shooting range — the latter often more serious than the former. The problem is compounded by the fact that for high utilization, the range needs to be located near an urban center, where little land is available at a reasonable cost. Even urban "waste" lands, such as floodplains, landfills and airport approach zones, are often commercialized or made into public parks unsuitable for archery.

As all of us know, trying to get money (or land) from anyone is the most distasteful thing we ever face. Archers and anything that smells like welfare don't mix. Moreover, plain-dirt archers and bowhunters have an extreme dislike for all that "dumb paperwork and red-tape" associated with a cost-share application. Some clubs choose to apply for a commercial loan rather than be bothered by all the paperwork. [There's a true horror story where a gun club spent more money on legal fees that it got in return.] *You must understand that financing your club's range is a much greater challenge than building it.*

Still interested? Many clubs which must relocate often fail to realize that if they are granted any public financial assistance — either by cost-sharing, a low-cost lease, or outright grant — the new range *must be open to the public*, except during established club-sponsored tournaments. This means that you may not be able to protect your range facilities from theft or vandalism by a locked gate during "normal" daylight hours. Also, a 3-to-1 cost-share ratio doesn't mean that the risks are shared 3-to-1; therefore, make sure you can "afford" public financial assistance. In other words, you must read, understand, analyze and negotiate all provisions of your Agreement. See Section VIII.

Should you pursue development of a new archery range, especially if it's in an urban area, you can certainly expect some opposition, either by ordinance or by emotion. Before making any acquisition plans, know the zoning (land-use) regulations applicable to the area you're considering. Also, know what "discharge" ordinances apply, even though you're not proposing a firearm range. Many discharge ordinances, as well as illogical gun control arguments, don't differentiate between bows and guns. Moreover, almost all anti-hunting groups oppose bowhunting *practice*, even though it's nothing more than indoor or outdoor target archery. In any case, *understand your opponents' objections*, whether you agree or disagree.

Are there any good things? Well, you should know that you have more friends than foes. If you require a public hearing to rezone the property you seek, then identify and meet with your supporters. For example, here are some friends:

- State or regional officer(s) of a state or national archery (particularly [NFAA](#)) and/or bowhunting organization (e.g., [IBO](#)). Also, if you're proposing a bowhunter range, contact your state representative from the [National Bowhunter Education Foundation](#).
- Representatives from local or state shooting sports or conservation clubs.
- Representatives from youth organizations, such as Bow Scouts, Girl Scouts, 4-H, PAL, et.al.
- Local conservation law enforcement officer(s).
- [State Hunter Education Coordinator](#) (or locally-assigned [Hunter Education Instructor](#)).
- City, county or state law enforcement officers, especially those responsible for community affairs.
- Outdoor recreation reporters or editors from local media.
- Collegiate, scholastic and/or summer camp archery instructors.
- Managers of local sporting goods and related businesses, including commercial indoor archery ranges.
- Representatives from municipal, county and/or parks and recreation departments.
- Pro-archery or pro-hunting advocates on local zoning board, city council, county commission, as appropriate.

You need to know your funding opportunities and options, including the pitfalls associated with each. As a start, read Section V thoroughly, but understand that many options are just not applicable to your problem. For example, some states choose not to use federal Pittman-Robertson (P-R) funds for hunter education or for the related shooting range development. These states, however, usually have other, state-sponsored funding schemes available for range development. Therefore, you must know, in advance, how your state treats cost-sharing requests. You'll need to know who to ask in your state's wildlife agency, too. See Section VI ... after you've read Section V.

For most cost-sharing agreements, "sweat equity" may be included in your club's share of the obligation. Depending on how well you negotiate your funding application and MOA, 100% of your investment may be based on estimated fair-market value of goods and services. Should you seek a commercial loan, however, "sweat equity" is not considered sufficient collateral.

Finally, and as iterated above, your club must understand that cooperative development of an archery/bowhunter range is a very complex undertaking. When two or more parties are involved, especially if at least one is a bureaucratic government agency, *then you must expect that something will go wrong sometime*. Problems with government funding programs include:

- Budget cuts or lack of funding in the current fiscal year.
- Application approval delays; i.e., bureaucratic red tape.
- Lack of a shooting range "champion" within the applicable government agency. This is often due to too many projects without enough staff.
- Competition with other worthwhile projects; or related priority issues.
- Changes in the government administration, as well as its policy regarding hunter education and range development.
- Compliance with associated regulations. At the last count, approval of a federal grant requires compliance with sixteen various Acts and Public Laws.

On the other hand, archery clubs have a significant advantage over gun clubs in complying with the many environmental requirements. Noise and lead pollution are not archery range problems; and, although it's of paramount importance, range safety is much less of an issue with archery than with firearms. See Section IV.

SECTION III PLANNING THE PROJECT

Now comes the scary part — the infamous **Plan**.

Planning is the most critical element of your entire project. It's really a go/no-go situation. A poor or incomplete plan will stop your project dead, whereas a comprehensive and well thought out plan will make the rest of job much easier. If you've done your homework, as outlined in Section II, a good plan will also let you get started on the "real" work, like building the range, much sooner. The amount of detail and substantiation needed, however, is highly dependent on the size of your project, as well as the organization providing financial assistance.

Regardless of your project's magnitude, the first thing to do is to make a list of everything that has to be done to make your new range operational. At this stage, don't worry about *when* the jobs have to be done, but *what* is the work required. Next, categorize these jobs into like-functions; for example:

- Range/site requirements; including land size, shape and topography; building size; site location envelope; type of range layout (3-D, target, etc.); and whether the range is to be new, modified, refurbished or expanded.
- Financial operations, including funding approaches and alternates, fund-raising, and cost-estimating.
- Legal operations, including obtaining and processing of all applications, permits, compliance statements and MOA's.
- Range detail design and construction, including access, parking lot, clubhouse, and utilities.
- Range operation and maintenance (O & M).
- Overall project management.

Now, if you have identified more than about twenty low-level tasks, then you may want to organize these tasks on one big piece of paper or chalkboard. This will help you identify holes in your plan, including jobs not mentioned above. One way of doing this, especially for ambitious undertakings, is to "tier" the work (like an organizational chart or family tree) by breaking like-work down into smaller and smaller "buckets" ("job-jars"). In the planner's jargon, this is known as a Work Breakdown Structure, or WBS. Advantages of a WBS include:

- Cost estimates made at the lowest possible level (task level), and then summarized to the top, are the easiest to calculate and the *easiest to substantiate*.
- You have the "big picture" visibility to schedule the small tasks in parallel rather than serially, thereby reducing the overall schedule. [Obviously, not all tasks can be done in parallel.]
- It makes job assignments easier. That is, each committee or task-team has its own "job-jar" full of like-tasks, with each task having its own schedule for accomplishment.

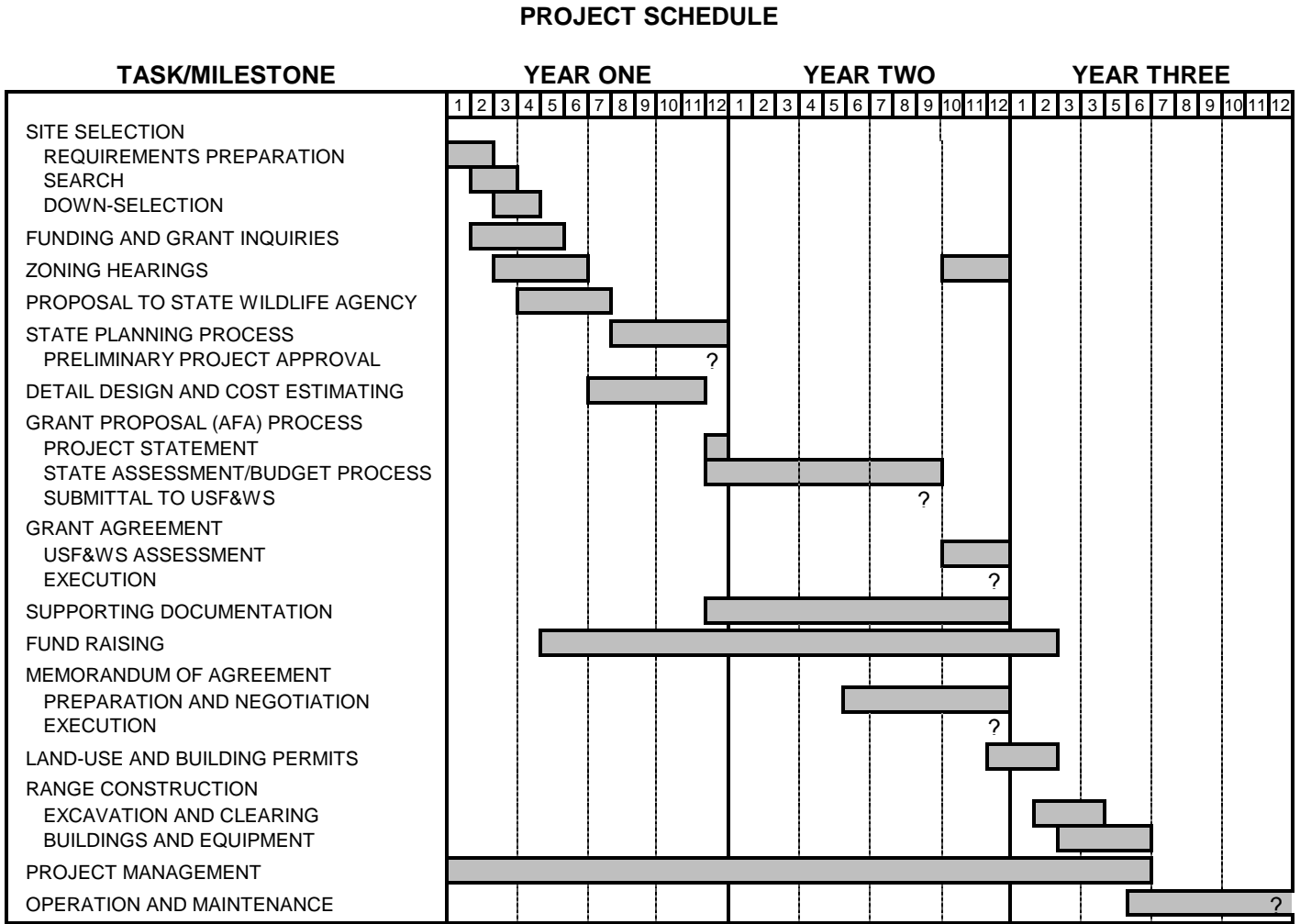
Once you have prepared a WBS, or similar summary plan, be sure to make a record of it, and be sure it's readily accessible to everyone on your project team.

The next step in the planning process is to prepare an overall project schedule. If not yet done, you need to estimate the expected *time* (not "when," but duration in days or weeks) it takes to do each detailed task. "Lead-times" should also be estimated for those no-work periods where you're waiting for something, like application approval. Then, at the top level, select the calendar dates for key milestones and decision points. By showing these milestones on a long piece of time-phased paper, and then fitting in the detailed tasks needed to meet these milestones, you have the makings of a project schedule. Use a soft pencil and a big eraser, because it won't fit the first time.

Every task, including level-of-effort tasks and optional funding tasks, should be laid out on the overall project schedule. Once you have what appears to a logical plan-of-action, you can determine:

- Latest-allowed start and completion dates for every task.
- A time-phased (at least by quarter) cost-estimate.
- "Slack-times." [Positive slack is when the time available is greater than the time needed to do a task.]
- Alternate or work-around approaches.
- And, if you're really into scheduling, a "critical-path" analysis. [The critical-path is the path of serial jobs taking the longest expected time to accomplish. A slip on the critical path will result in negative slack-time.]

Here's an *example* of a typical *federally-funded* project schedule:



A complete project plan can be as detailed or as simple as you want to make it. Obviously, the amount of effort your club puts into the plan is highly dependent on the amount of funds you seek, or to the level of substantiation required by your benefactor. Regardless of the level of detail you choose, *document everything related to your plan ...* from Day One to the very end. Since your chances of success the first time are not very good, you will probably repeat several tasks over and over again; and unless you've kept good records, you may have to re-learn the good stuff and/or even repeat your mistakes. Besides, a written record, or log, of both your project plan and actual accomplishments against that plan, may prove to be invaluable later. Other clubs with similar land acquisition problems will definitely profit from your mistakes; and, if your venture proves successful, they will certainly want to use your plan as a baseline.

SECTION IV RANGE DESIGN

An architecturally-correct, detailed, design of your range project is not required until construction is ready to start. You do, however, need layouts and sketches of sufficient detail to support your grant request, whether for land, buildings, equipment, utilities, or any combination thereof. Examples of layouts possibly needed for estimating your costs, or by the grantor, include:

- The "shooting" part of the outdoor range, showing critical dimensions, area and orientation of each target "unit."
- Target butts, backstops, broadhead pits, earthen berms, etc.
- Buildings, such as the clubhouse, indoor range and storage shed.
- Other amenities, such as parking lot, practice range, assembly area, picnicking facility, kitchen, and playground.
- Sanitary facilities, including septic system.
- Other items unique to site location and terrain, such as access road, foot bridges, paths, steps, elevated walk-ways and shooting platforms.
- Any other material thing that will affect the cost of your project, either directly or indirectly.

An established club consisting of experienced archers or bowhunters rarely needs outside help to layout its range, except if it's suddenly faced with the prospects of:

- Building a new range on land or terrain completely different from the old range.
- An outdoor club adding an indoor range, or vice-versa.
- Expanding or modifying an existing outdoor range to accommodate a different archery game; e.g., adding a bowhunter range adjacent to a target archery range.

Other clubs and organizations not having experienced archers, but wishing to build an archery range, also face the prospects of needing some "expert" design guidance. These organizations include, but certainly are not limited to:

- Gun clubs, sportsmen's associations, conservation clubs, and similar organizations.
- Summer camps (all kinds having supervised recreation).
- Schools (all levels).
- Any municipal, county or state office responsible for public parks, forests, recreation areas, wildlife management areas (WMA's), or similarly designated public-use areas.
- U.S. Forest Service, U.S. Army Corps of Engineers, or any military installation.
- Large corporations or government agencies with employee recreation facilities.

It is cautioned that the foregoing organizations *should not attempt to "do-it-alone"* without soliciting support from an established archery or bowhunting club, or at least from an experienced representative of a national archery organization. This cautionary statement is also emphasized in the booklet, ***Archery and Bowhunter Range Guidelines***. Topics covered by this document include:

- Summary of the various archery games.
- Basic layout criteria for Field, Target and Bowhunter ranges, including "per-target" or "per-unit" area requirements.
- Typical indoor range requirements.
- Suggestions for target butts and backstops.
- Outdoor and indoor range safety guidelines.
- Additional items and goodies needed for a successful range.

For example, it is recommended that twenty acres is the minimum size required for a flat, non-backstopped, 28-target (two 14-target units) Field Archery range, with parking lot, clubhouse and practice range. Thirty acres is more comfortable, especially if the Field Round is replaced by a Bowhunter Round with 3-D animal targets. A rule-of-thumb is that a non-butted, non-backstopped, animal target requires twice the over-shoot area than that required for a normally-butted, non-backstopped, Field Archery target. For realism, bowhunter ranges rarely have manmade backstops. On the other hand, a hilly range can actually have a reduced area requirement by judiciously using the natural terrain for target backstops.

From the safety standpoint, and without knowing the topographical details, here is a summary of the minimum land sizes:

- 28-target Field Archery Range – 20 acres.
- 20-target 3-D Bowhunter Range – 30 acres.
- 10-target Outdoor Target Range – 1½ acres (of the right shape and orientation).

Indoor archery range dimensions are much easier to define. For planning purposes, here are the acceptable minimums:

- Lane width, per shooter – 30 inches (or 5 feet per butt).
- Depth, for standard 20-yard range – 80 feet.
- Overall width, for 12 lanes – 30 feet.
- Ceiling height – 8½ feet (light-bowed kids may need 10 feet).

Although not the original intent, ***Archery and Bowhunter Range Guidelines*** has been used as "preliminary design specifications" and "safety criteria" in range proposals, compliance statements, public hearings, and other similar situations requiring back-up documentation.

The 2000 edition of ***Archery and Bowhunter Range Guidelines*** is available from the [AMO](#), or from the author via his e-mail address, stringwalker@worldnet.att.net.

SECTION V SOURCES OF FINANCIAL ASSISTANCE

The sources of financial assistance for archery range development may be separated into two categories:

- State grant programs authorized by the **Federal Aid in Wildlife Restoration Act** (better known as **Pittman-Robertson** or P-R).
- All others.

P-R funds are derived from a federal excise tax on the manufacture of arms and ammunition, including archery equipment. The funds are then apportioned to all 50 States (and other U.S. possessions) based on each State's land area and number of hunting licenses in proportion to the respective totals. The P-R Act also authorizes (but not requires) the States to spend up to one-half of the apportioned funds on "hunter education and target ranges." Other provisions include:

- Responsibility for the selection, planning and execution of wildlife restoration projects rests with the States ... through their fish and wildlife agencies (or other designated conservation agency).
- States may be reimbursed by the Federal Government for up to 75% of the total cost of approved projects (i.e., the 3-to-1 cost-share ratio).
- P-R funds are not available (directly) to private clubs, individuals, or local or county governmental agencies.

In other words, requests for P-R cost-sharing funds must go through [your state's wildlife agency](#) (or whatever it's called). In fact, the state is responsible for both the preparation of all the paperwork (with your inputs, obviously) and the submittal of the range project proposal to the U.S. Fish and Wildlife Service for approval. The mechanism by which this process is accomplished is the **Federal Aid Grant Proposal** (Section VI). The execution of the approved project is also the responsibility of your state's wildlife agency, as delineated in the **Grant Agreement**.

As noted previously, not every state uses P-R funds for hunter education or range development ... but it's optional, and they can always change their mind. [Missouri, for example, has an outstanding state-funded archery range development program.] Every state, however, does have someone in their wildlife agency who knows about shooting ranges. In most states, that person is the [Hunter Education Coordinator](#) (or similar title), and generally is the first person to contact if you're seeking P-R funds for your range project. If your state doesn't use P-R funds for range development, then the Hunter Education Coordinator should be able to help you with the equivalent state-funded program, or at least direct you to the applicable state agency. If all else fails, try contacting the [International Association of Fish and Wildlife Agencies](#) for information on your state's hunter education program.

Should you conclude that applying for federal (or state) financial assistance is too complicated, or is too time-consuming, then here is a partial list of alternate sources of land grants or leases:

- **USDA Forest Service.** Although not well-known, the FS does have a policy whereby an individual or organization may be granted a permit to build, operate and maintain a *public* shooting range on FS land. This permit won't be granted if other private, local government or state lands are readily available for the same use. Permit fees, if any, are negotiable. [Note that a Memorandum of Understanding (MOU) is already in place with the [AMO](#) and several national partners, including the Forest Service and BLM (below).]
- **Bureau of Land Management (BLM).** BLM lands are in eleven western states only. Generally, land may be sold or leased to any qualified organization for nominally 50% less than the fair-market value. Leases may be granted to nonprofit organizations for up to 20 years. [Note that both BLM and U.S. Fish and Wildlife Service are in the U.S. Department of the Interior.]
- **U.S. Army Corps of Engineers.** These lands are usually adjacent to reservoirs, flood control projects and other Public Works sites under jurisdiction of the Corps of Engineers, but operated by local or state governments as public recreation areas.
- **Department of Defense Installations.** Nearly every active military installation has organized recreational programs and facilities for both military and civilian personnel; and most of these bases have plenty of land ideally suited for an archery or bowhunting range. Moreover, if the installation is an "open" base, then the range will be available to non-base personnel. The only problem is that you need someone "on the inside" to start the process.
- **Closed** (or otherwise inactive) **Military Bases.** There are lots of these recently.

- **USDA Extension Service.** Although by itself it has neither discretionary funds nor land, the Extension Service (aka County Agent) is a great source of information and assistance, such as:
 - Identification of available public and private land suitable for range development.
 - Sources of public funding other than federal or state wildlife funds, such as state Community Development Program funds.
 - Bringing together all parties concerned with your new range acquisition, including coordination with local, state and federal agency representatives. [Note that both the Extension Service and Forest Service are in the USDA.]
 - Help with compliance statements, permits, grant applications, government regulations and other red-tape.
- **State Lands**, such as state-managed parks, forests, recreation areas, game preserves and/or wildlife management areas. Every state Department of Natural Resources (DNR) or Parks Department has a public information office which will direct you to the appropriate source.
- **Department of Transportation** (or equivalent) **Lands**, such as airport approach zones and highway right-of-way buffers.
- **Public Utility Easements.** For example, the land along and underneath long-distance electrical transmission lines is an excellent site for an archery range.
- **Colleges or Universities.** As with DoD installations, you may need someone "inside" to start the process.
- **Other Semi-Public or Privately-Held Sources**, for example:
 - Landfills.
 - Reclaimed strip-mine lands.
 - Other land and commercial forests held by lumber, paper, mining and public utility companies.
 - Permanently fallow farmland and woodlots.
 - Designated floodplains. [Know the risks, however.]
 - Existing sportsmen's, conservation and gun clubs (or existing public shooting ranges not yet having archery facilities). Fresh-water fishing clubs have lots of dry land around that water!
 - Dormant land at the base of television and radio transmission towers.
 - Any corporation or business with large, non-productive land holdings.
 - Scout camps, or any other "summer" camp with extended off-season idle periods.

Alternate sources of non-state, non-federal, non-land financial assistance include, for example:

- NRA, which has two kinds of loan programs for its affiliated clubs. [Remember, the NRA includes archery in its programs.]
- Archery Manufacturers. Who knows, but one of the large archery manufacturing organizations may be willing to support your project, especially if it's for a truly public archery range. [Check with the [AMO](#) for possible grantors.]
- Other, non-archery corporations and foundations. As above, the range must benefit a highly visible and worthwhile community program.
- Fraternal, civic and/or service organizations.
- Youth organizations (well-endowed ones only).
- And, of course, commercial lending institutions.

SECTION VI THE FEDERAL AID GRANT PROPOSAL AND AGREEMENT PROCESS

Since [your state's wildlife agency](#) prepares the P-R Grant Proposal and Grant Agreement packages, there is no urgent requirement for you to know the actual step-by-step procedures for completing the forms. Consequently, the purpose of this section is to merely summarize the basic data needed to process the proposal, particularly the supplemental documentation that only your club or organization can provide (e.g., preliminary design data and cost estimates). Should you really want to know the gory details, the detailed procedures are delineated in the ***Federal Aid Manual***, published by the U.S. Fish and Wildlife Service.

To reduce the amount of paperwork and associated approvals, your project will be probably included in a "package" of similar projects covered by a single proposal. In fact, your project may be included in a long-range (strategic) plan submitted under the Federal Aid Planning Option, which requires less individual project detail, but more total processing time for approval, than for the standard Grant Proposal. The Grant Proposal package includes:

- An Application for Federal Assistance (AFA).
- The "standard assurances" and "state process documents" (the boilerplate, and normally not your worry).
- One or more project statements with supporting documentation. The project statement is the key component of the Grant Proposal, and is what you will be most likely asked to support. It describes your range project and includes a narrative of:
 - **Need.** Why is the project being undertaken?
 - **Objective.** What is to be accomplished?
 - **Expected Results and Benefits.** What will be results and benefits of accomplishing the project?
 - **Approach, or Work Statement.** How will the objective be attained? [Your plan and schedule!]
 - **Location.** Where will the work be done?
 - **Résumés.** Who are the key individuals (including you) working on the project?
 - **Estimated Cost.** What will be the *total* cost, by year, to attain the objective?

If a long-range plan is being submitted for grant approval, then only the first three items list above are needed for each project. All items, however, must be addressed in the Grant Agreement, if not previously documented in the proposal.

Depending on the situation, the "supporting documents" submitted with the Grant Proposal may be included as a part of:

- The "standard assurances" and "process documents" noted above.
- The project statement.
- A separate, stand-alone, section.

Examples of "supporting documents" are:

- **Environmental Assessment or Environmental Impact Statement** — a piece-of-cake for archery range projects.
- Various other federal or state compliance statements, such as (1) **Endangered Species**, (2) **Floodplains/Wetlands** protection, (3) **Historical/Cultural Resources**, and (4) **Prime/Unique Farmland**. Most state wildlife agencies know how to handle these compliance statements with little difficulty. Again, archery ranges don't have the same problems as firearm ranges.
- A **Statement of Anticipated Income**, if applicable. Commercial archery ranges may be included here.

The Federal Aid Grant Agreement is in response to the Grant Proposal, and is the document obligating P-R funds (federal share) for the estimated project costs. It also specifies the terms and conditions of the grant, and includes all supporting documentation not previously provided in the Grant Proposal or Federal Aid Planning Option. Quite simply, the *Federal Aid Grant Agreement is the contract between the U.S. Fish and Wildlife Service and your state's wildlife agency.*

Although the Grant Proposal may cover more than one full year, the Grant Agreement obligates funds for one year maximum. The Agreement period, however, may be extended by using an Amendment to Grant Agreement, which is also the mechanism used to revise the project estimated cost, completion schedule, work statement, etc. The Grant Agreement (or Amendment to Grant Agreement) is a single-page form, with no more than two-to-four pages of back-up narrative, most of which was previously prepared for the Grant Proposal. See [APPENDIX A-1](#) for an example of a program narrative.

In summary, should your club or organization seek federal funding for your archery or bowhunter range project, then you must have a very close and amicable relationship with your state's wildlife agency and Hunter Education Coordinator. They do 90% of the dog-work, and without their cooperation and dedication, your project will have an agonizing death. As a checklist for success, you should observe the "do's" and "don't's" shown below. It is suggested that you make a copy of this list for all your project team members.

FEDERAL AID GRANT DO'S AND DON'T'S

REMEMBER ...

ALWAYS	NEVER
<ul style="list-style-type: none"> • Identify reasonable needs to meet specific criteria, as identified in a Needs Assessment. • Formulate a reasonable approach to address the identified needs over a reasonable time-frame. • Understand the budgetary pressures and constraints faced by the decision makers who are responsible for tracking and expenditure of federal and state funds. • Realize that the state budgeting processes usually take place two years in advance, based on projected income and need. • Understand that federal aid funds earmarked for hunter education and construction may be used to address other needs, based on the priorities of the agency. • Create an atmosphere of understanding and trust between agency directors and your organizations. • Know the missions and goals of the agency you're dealing with. • Tie needs assessments to those missions and goals. • Identify a single spokesperson to address the needs of all the shooting sports, as agreed upon by representatives from all areas of the shooting sports. • Assist where possible in other areas. • Make appointments when discussing business. 	<ul style="list-style-type: none"> • Demand anything. • Create an adversarial relationship. • Consider a single shooting sports interest in any given geographical area. • Allow different individuals to represent the shooting sports community. It tends to confuse matters and send mixed messages. • Present ideas that aren't well thought out, organized and put into writing. • Present ideas that aren't agreed upon by a consensus of the representatives from all shooting sports. • Drop in unannounced to discuss business.

SECTION VII THE INTERLOCAL COOPERATION AGREEMENT

The previous section described the federal-state agreements between the U.S. Fish and Wildlife Service and your state wildlife agency. This section, then, describes the second tier, state or local agreement between or among the appropriate state agency (or other grantor) and the local government, archery club or individual range developer. This "who-does-what" document is known by several bureaucratic names, none which are as simple as just plain, "contract." For example:

- **Interlocal Cooperation Agreement (ICA).**
- **Memorandum of Understanding (MOU).**
- **Memorandum of Agreement (MOA).**
- Or, for double gobbledegook, **Memorandum of Understanding and Agreement.**

"MOA" is used in this manual....just because it's the simplest sounding, and because "MOA" doesn't sound like you're the one that needs the lawyer. See [APPENDIX A-2](#) and [APPENDIX A-3](#) for samples.

An MOA is quite flexible, with varying degrees of formality. For example, MOA's may be tailored to fit:

- Lease agreement between the state or local government and the range operator.
- Land-purchase or construction loan.
- Operation and Management (O & M) agreement between government-owned range and archery club.
- Management and control assignments and responsibilities.
- Work statement responsibilities.
- Second-tier cost-share responsibilities. Also, range fees and fee-splits.
- Payment and construction schedules.
- Risk-sharing and insurance responsibilities.
- Range-use breakdown and priorities. ["Who-does-when" schedule (public-use vs. club-use vs. hunter training-use).]

Almost all grantors and lessors have "standard" formats for MOA's and leases. Moreover, since most grantors have the legal expertise necessary to write all kinds of contractual agreements, you or your club rarely need intimate involvement with the MOA-preparation process. Nevertheless, you need to understand all the terms and conditions of the agreement. If you're not sure, or if there appears to be substantial financial penalties for default, then maybe you should get a lawyer. In almost all cases, however, especially if your club and grantor are co-developers, and do not have an adversarial customer-contractor relationship, the MOA is the culmination of a successful range-funding experience.

Now you're ready to start the *real* work ... like building that range!

APPENDICES
EXAMPLES OF PROJECT PROPOSALS AND AGREEMENTS
[Courtesy of Utah Division of Wildlife Resources and Missouri Department of Conservation]

APPENDIX A-1

PROGRAM NARRATIVE
APPLICATION FOR FEDERAL ASSISTANCE (AFA)

State: Utah

Project: W-142-S

Title: Cache Valley Hunter Education Center

Development: Training center and shooting ranges

I. Need:

Cache County is the major population center for the extreme northern Utah area. Population as of July 1, 1986, was 67,800. Projected population for the year 2010 is 98,300.

A large segment of the population of Cache County is made up of shooters and hunters. There currently exists no suitable, centrally located shooting area to meet the needs of hunter education and the needs of the various shooting groups within the county population.

In 1987, 445 hunter education students were certified in the Cache County area. The annual number of students is expected to increase rapidly over the next 20 years. Areas being used to qualify students for the mandatory shooting practical are inadequate and are in jeopardy as the population grows and development extends into the foothills.

The local trap club normally will generate approximately 200 user days per month. This is also expected to increase. The existing trap facility is inadequate to meet current needs and pressure will be greater in the future.

Cache County currently has no acceptable public range for hunters to sight in big game rifles. This facility will satisfy that need for area residents.

Archers currently are using approximately 1500 man-days use per year at a make-shift indoor range in Logan. This group is searching for an alternate indoor range site.

II. Objective:

To construct a building on site which would include classroom facilities for hunter education classes, office space for a manager and instructors, and an indoor combination small-bore/archery range. Outdoor developments would include four trap fields with two superimposed skeet fields, an outdoor small-bore range, and a combination handgun, muzzle-loader and rifle range.

III. Expected Results and Benefits:

The above described facility would provide an area for hunter education training in all aspects of shooting sports, provide facilities at which the general public could participate in shooting sports and enhance recreational opportunities in Cache County.

IV. Approach:

The Utah Division of Wildlife Resources will enter into an agreement with Cache County Corporation and Bear River Resource Conservation and Development to provide up to \$500,000 in federal-aid funds over a multiple-year period to construct the following:

1. A training center, classroom, office, indoor small-bore/archery range complex.
2. Four trap fields with two skeet fields superimposed.
3. An outdoor 50-foot small-bore range and combination pistol, muzzleloader, and rifle range to 100 yards.

Berm construction on the outdoor ranges will be accomplished by an entity other than the Utah Division of Wildlife Resources without the use of federal funds.

Hunter education will have first priority use of the area. The public will be given notice of the public nature of the facility and the source of its public funding by signs, advertising and other reasonable means.

The Cache County Corporation agrees that neither unusual fees will be charged nor unusual rules made which might limit use by hunter education students or the public.

The facility will be inspected annually by the Division to ensure that it is being operated and maintained according to the agreement.

In the event of discontinuance of the use of the facility for hunter education or as a shooting area, the federal share of the project cost will be refunded to the Utah Division of Wildlife Resources less two percent depreciation per year. The project agreement is for a period of fifty years. The Division will then, in turn, reimburse the Federal Aid Program.

Matching funds for the project will consist of the value of land and material donations, voluntary services and funds used by local entities on the project site.

This project will generate no program income above operating, maintenance and enhancement costs.

V. Schedule:

Phase I will begin on July 1, 1988. Construction will take place in phases as follows:

Phase I: Site preparation, construction of and equipping four trap fields, development of building and site plans, and pouring the foundation of the training center.

Phase II: Framing of the training center, installation of lighting, heating and ventilation, sewage and water.

Phase III: Completion of the building, construction of skeet fields, and site preparation.

Phase VI: Development of safety systems on the outdoor ranges, installation of target lines and firing lines.

Phase V: Finishing of safety systems, target lines and firing lines on the outdoor ranges.

VI. Endangered Species:

Species considered: Bald eagle, whooping crane and peregrine falcon.

Occasional sightings may occur in the county. No roost trees or species-specific habitat exists at the site.

VII. Prime/Unique Farmland:

None. See attached letter from the Soil Conservation Service.

VIII. Floodplains/Wetlands:

The activity does not involve floodplains. A portion of the land on site is seasonally flooded with shallow water during the early spring months. No perennial wetlands occur on the site.

IX. Historical/Cultural Resources:

See attached letter from the State Historical Preservation Officer. The site has no real historic value.

X. Environmental Assessment:

Included with this document.

XI. Location:

The site is located within section 31, T.11N., R.1E., SLB & M approximately 3½ miles west of Logan on US Highway 69. See attached map.

DEVELOPMENT WORK PLAN

State: Utah
Project: W-142-S
Project Title: Cache Valley Hunter Education Center

Scope of Planned Work:

This segment is intended to completely finish all work on the training center building. Final lighting, backstops, additional ventilation, additional furnaces to heat the entire complex, finished classrooms and furnishings. An itemized summary follows:

1. Finish range area, ventilation, fixtures, fans, safety baffles and range divider.
2. Finish all floors, tile, masonry and wall board.
3. Final wiring and installation of all lighting and electrical finishing.
4. Final plumbing and finishing of all restroom and culinary water facilities.
5. Finishing of classrooms with training equipment.

Costs:

Estimated costs for this segment are as follows:

1. Finish range area	\$65,000.00
2. Finish walls and floors, windows	\$30,000.00
3. Finish electrical work, fixtures and equipment for the entire center	\$45,000.00
4. Finish plumbing and restrooms	\$15,000.00
5. Finish classrooms with all equipment	\$30,000.00
6. Value of donated land and volunteer labor	\$61,666.67
 Total Project Cost	 \$246,666.67

APPENDIX A-2

INTERLOCAL COOPERATION AGREEMENT

This agreement/contract is entered into this _____ day of _____, 19 ____ by and between the Utah State Division of Wildlife resources, hereinafter referred to as the STATE, and the Carbon County Weapons Range Association, hereinafter referred to as the CONTRACTOR which is a group of governmental entities that is in the process of developing a shooting area for the agencies and people of Carbon County.

Provisions of this contract are pursuant to the authority set forth in Section 23-22-1, Title 23 Utah Code, Section 8B of the Pittman-Robertson Act, the Utah Interlocal Agreement Act, Section 11-13-1, et.seq., Utah code annotated 1953 as amended and Sections 63-56 Utah Code Annotated, 1953 as amended.

WHEREAS the STATE has an interest in providing a safe area for range qualification of hunter education students, instructors, and state conservation officers; and

WHEREAS the people of Carbon County need an area for safe recreational shooting; and

WHEREAS the CONTRACTOR is willing to accept the responsibility of providing such a facility to the STATE as part of a partnership of government agencies for a fee;

NOW, THEREFORE, in consideration of the mutual agreement contained herein, the parties agree as follows:

1. The STATE will provide initial funding of \$6000 to the CONTRACTOR for the purposes of purchasing a trap machine for the facility, upgrading of the shotgun shooting area, upgrading of the small bore shooting area and the first year upkeep fee of \$250.
2. The STATE will pay the CONTRACTOR \$250 per year upon a billing from the CONTRACTOR as an upkeep fee beginning with the initial payment by June 1, 1989.
3. The CONTRACTOR will allow hunter education students and instructors to use the entire area as a first priority for training purposes as scheduled free of charge.
4. The CONTRACTOR will control access to the area for security purposes.
5. The CONTRACTOR will maintain the facility in a reasonable manner.
6. This agreement will be in effect for a ten (10) year period commencing June 1, 1989 and terminating May 31, 1999 unless otherwise extended or terminated in accordance with the terms of this agreement.
7. Standard terms and conditions are attached hereto as part of this agreement.
8. Documents included in this contract but not attached hereto include all other governmental laws, regulations or actions applicable to services provided herein.
9. If for any reason this agreement should be terminated prior to the ten (10) year period, initial funds expended by the STATE will be repaid to the STATE by the CONTRACTOR. The total amount will depreciate at ten percent per year over ten years bringing the balance to zero.
10. This agreement is subject to review and approval by the Utah Division of Wildlife Resources, Carbon County Weapons Range Association, Utah Division of Finance, and the Utah Division of Purchasing.

AVAILABILITY OF FUNDS APPROVAL

By _____
Budget Officer

UTAH DIVISION OF PURCHASING

By _____

UTAH DIVISION OF FINANCE

By _____

STATE OF UTAH
DIVISION OF WILDLIFE RESOURCES

By _____
Director

CARBON COUNTY WEAPONS RANGE ASSN.

By _____

APPENDIX A-3

MEMORANDUM OF AGREEMENT AND UNDERSTANDING

This agreement, made and entered into this ____ day of _____, 19____, by and between the _____, hereafter referred to as the Club, and the Missouri Department of Conservation, hereafter referred to as the Department.

The Department being the owner of certain real property in _____ County referred to as the _____, and the Club requests assistance from the Department to construct a _____; and The Department, an agency of the State of Missouri, responsible for the management and regulation of wildlife resources of this state, and as a part of its responsibility, desires to have constructed and operated on these lands a facility to be used by schools and the general public, agrees to the following stipulations of development, uses and maintenance of such a facility.

- 1. The agreement will be on a yearly basis and extended for as long as the Club lives up to their portion of the agreement or the Department management and uses of the area dictates otherwise.
- 2. The Department will post signs as they determine desirable to acquaint the general public with the area.
- 3. The Department agrees to furnish the initial construction costs, not to exceed \$_____.
- 4. All maintenance of the grounds, bridges and support facilities encompassed in the archery range shall be the responsibility of the Club to maintain, which shall include all litter pick up and mowing.
- 5. During the term of this agreement the facility will operate in accordance with the following:
 - A. All schools in the immediate area shall be permitted to use this facility without charge for the purpose of teaching archery under supervised conditions.
 - B. If archery should be taught as a part of a hunter education course, this facility would be made available for practical training without charge.
 - C. The range must be open for general public use at reasonable hours and times when not being used by schools for hunter education or by the Club for tournament shooting.
 - D. All area regulations dealing with both public use, access and/or wildlife shall be incumbent on that portion of the area designated for the range.

By _____

Its _____

Missouri Department of Conservation

By _____

Its _____