# **Hunter Education Guide**

A Supplement to the Fish and Wildlife Service Manual

Click here for Interim Guidance on Section 10 Hunter Education Enhancement funds. (5/25/2001)



United States Fish and Wildlife Service

October 2004 Revision

The Hunter Education Guide contains advice and recommendations to State Hunter Education Coordinators and State Federal Assistance Coordinators about how to conduct a hunter education program with Federal Assistance (Wildlife Restoration Program) funds.

This guide does not create new policies or regulations. It is intended as a supplement to the U.S. Fish and Wildlife Service Manual (FWS Manual).

# **Welcome to the Hunter Education Guide**

This guide has been written with the state hunter education coordinator in mind. Reading this guide should help you:

- understand the use of Federal Aid in Wildlife Restoration funds for hunter education
- find answers to most of your Federal Assistance questions
- provide some practical suggestions for running your hunter education program

This guide is not intended to explain every aspect about being a hunter education coordinator, nor is it intended to supersede the guidance found in the FWS Manual. It is intended to give explanations and advice concerning "best practices" for conducting your Federally funded hunter education program. If you have questions which are not clearly answered here, please contact your State Agency Federal Assistance Coordinator or U.S. Fish and Wildlife Service (FWS) Regional Federal Assistance\* Office for assistance. See <a href="Chapter 1: Who To Call?">Chapter 1: Who To Call?</a> for the phone number.

The guide has seven sections which can be read in any order. However, sections (1) & (2) are a good place to start if you need a general overview of Federal Assistance, your agency's responsibilities, and your role as coordinator. Specific references to the Federal Assistance Handbook are indicated as Ref: Federal Assistance Handbook. Another helpful source of information is Chapter 13 of the Federal Assistance Handbook (Hunter and Aquatic Education).

Remember, if you can't find the answers to your questions in this guide, check with your State Federal Assistance Coordinator or call your Regional Federal Assistance Office.

# Acknowledgements

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\*The Federal Aid Improvement Act of 2000 officially changed the name of the Division of Federal Aid to the Division of Federal Assistance. The concepts of "Federal Aid" and "Federal Assistance" can be used interchangeably. The names of relevant legislation, grant programs, and associated state efforts may retain the old designation of "Federal Aid" programs.

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# **Chapter 1: Federal Assistance at a Glance**

#### The Federal Aid in Wildlife Restoration Act

The Federal Aid in Wildlife Restoration Act, popularly known as the Pittman-Robertson Act, was approved by Congress on September 2, 1937, and began functioning July 1, 1938.

The purpose of this Act was to provide funding for the selection, restoration, rehabilitation and improvement of wildlife habitat, wildlife management research, and the distribution of information produced from these projects. The Act was amended October 23, 1970, to allow a portion of funding for hunter training programs and the development, operation and maintenance of public target ranges.

Funds are derived from an 11 percent Federal excise tax on sporting arms, ammunition, and archery equipment, and a 10 percent tax on handguns (see Figure 1 below). These funds are collected from the manufactures by the United States Department of the Treasury and are apportioned each year to the States and Territories (except Puerto Rico) by the United States Department of the Interior on the basis of formulas set forth in the Act (see Figure 2). The hunter education apportionment formula for Section 10 funding is based on total state population. Funds for hunter education and target ranges are derived from one-half of the tax on handguns and archery equipment.

The selection, planning and execution of wildlife restoration, as well as hunter education and target range projects are the responsibility of the State fish and wildlife agencies. States fish and wildlife agencies may be reimbursed for up to 75 percent of the total cost of approved projects although states may grant funds to them. Financial aid is not directly available to individuals, clubs, or local governments. Grant Proposals are submitted by State fish and wildlife agencies to their respective Fish and Wildlife Service Regional Director.

In 2000 the Pittman-Robertson Wildlife Restoration Act was amended to provide States an additional source of funding to support safe and responsible public recreational shooting opportunities, and enhance hunter education efforts (referred to as "Section 10" funds). Prior to the amendment, only "Section 4c" funds could be spent on hunter education were available for this purpose. Section 4c and Section 10 funds are derived from the Wildlife Restoration Fund (revenues from excise taxes levied on firearms and ammunition, as well as bows, arrows and certain archery equipment) and apportioned to States using a formula based on the land area, population and hunting licenses sold in the State.

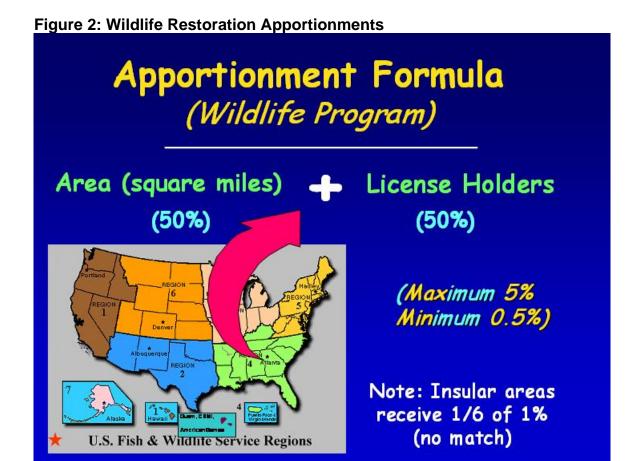
Section 10 funds must be obligated by States for the following purposes (unless the State has already fully obligated their apportioned Section 4c funds for hunter education) to support its hunter education and shooting programs:

- enhance hunter education programs, hunter and sporting firearms programs, and hunter development programs
- enhance interstate coordination and development of hunter education programs
- enhance bow hunter and archery education, safety, and development programs
- enhance or develop shooting or archery ranges

See Chapter 7: Appendices for a table showing the similarities and differences in the purpose and utilization of Section 4 and Section 10 funds.

Ref: Federal Assistance Handbook, Appendix I, Federal Aid In Wildlife Restoration.





## **State Responsibilities**

- plan, coordinate, and evaluate a Statewide hunter education program
- develop and implement a course curriculum which will achieve State hunter education program goals and objectives
- recruit, select, train, support, manage and evaluate instructor performance
- maintain records and program documentation (See Section 3)
- conduct research/surveys to determine program needs
- provide technical direction to instructors and agency personnel
- manage the fiscal aspects of the hunter education program to ensure efficient and proper use of Federal funds and resources
- comply with other State & Federal rules, regulations, & Acts

Ref: Federal Assistance Handbook, 522 FW 2.2 and 522 FW 13

## **State Prerogatives**

The details of how a hunter education program is developed, implemented, coordinated, and evaluated is, for the most part, left up to each State. Federal Assistance's concern is that your program is in compliance with applicable federal laws and guidance. The Hunter Education Coordinator should be well aware of these requirements.

Your agency can customize the hunter education program to suit its own needs and priorities. Whether to use volunteers or paid staff, or to allow home study courses, or to require live firing exercises or build ranges are just a few of the decisions which must be made based on the needs identified.

#### **Washington Federal Assistance Office**

Provides staff support to the Assistant Director for Federal Assistance on activities associated with the administration of Federal Assistance grant programs including; Wildlife Restoration (including Section 4 and Section 10 hunter education program funding), Sportfish Restoration, Clean Vessel Act, Boating Infrastructure, National Coastal Wetlands Conservation, Multistate Conservation, State Wildlife, Landowner Incentive Program, and Tribal Wildlife grants.

Operational areas requiring staff support include: grants accounting, management, and audits; treasury disbursements; electronic funds transfers; national workload analyses; development of national policies and procedures; hunter education, aquatic education; and national funds allocation formula development.

## Regional Federal Assistance Office (USFWS)

All grant proposals and requests for funding are made to your Regional Federal Assistance Office. All official documents, such as grant agreement and performance reports, are processed through this office. The contact person is usually the Hunter Education Grant Specialist. The Hunter Education Grant

Specialist in your Regional Federal Assistance Office can also assist in providing training opportunities and technical assistance. This technical assistance includes help in developing and writing planning documents, program curriculums, program evaluation, and performance reports.

#### **State Federal Assistance\* Coordinator**

Many states have a Federal Assistance Coordinator within their wildlife agency. The Federal Assistance Coordinator's responsibility is to oversee the completion and submission of appropriate grant documentation and monitor compliance with Federal requirements for all of the agency's Federally funded activities. Depending upon your agency's structure you may find yourself performing a number of duties that support your Federal Assistance Coordinator. You may be responsible for completing the grant documents for the Hunter Education Program in their entirety (grant proposals, grant agreements, planning documents, budgets, reports, etc.) or you may just provide the information necessary to generate these documents to your Federal Assistance Coordinator. Whatever the relationship, this person can often help you understand Federal Assistance requirements and assist you in making efficient use of the funds available to the Hunter Education Program.

\*The Federal Aid Improvement Act of 2000 officially changed the name of the Division of Federal Aid to the Division of Federal Assistance. The concepts of "Federal Aid" and "Federal Assistance" can be used interchangeably. The names of relevant legislation, grant programs and associated state efforts may retain the old designation of "Federal Aid" programs.

#### Who To Call?



# U.S. Fish & Wildlife Service Regions

#### Region 1

**Hunter Education Grant Specialist** 

U.S. Fish & Wildlife Service Division of Federal Assistance 911 N.E. 11th Ave. Portland, OR 97232-4181 (503) 231-6128 FAX 231-6996

#### Region 2

**Hunter Education Grant Specialist** 

U.S. Fish & Wildlife Service P.O. Box 1306 Albuquerque, NM 87103-1306 (505) 248-7450 FAX 505 248-7471

## Region 3

Hunter Education Grant Specialist U.S. Fish & Wildlife Service Division of Federal Assistance 1 Federal Drive Federal Building-Ft. Snelling Twin Cities, MN 55111-4056 (612) 713-5130 FAX 713-5290

#### Region 4

**Hunter Education Grant Specialist** 

U.S. Fish & Wildlife Service Division of Federal Assistance 1875 Century Blvd. Suite 240 Atlanta, GA 30345-3319 (404) 679-4159 FAX 679-4160

#### Region 5

**Hunter Education Grant Specialist** 

U.S. Fish & Wildlife Service 300 Westgate Center Drive Hadley, MA 01035-9589 (413) 253-8508 FAX 253-8487

## Region 6

Hunter Education Grant Specialist U.S. Fish & Wildlife Service Division of Federal Assistance P.O. Box 25486 Denver Federal Center Denver, CO 80225-0486 (303) 236-5420 FAX (303) 236-8192

#### Region 7

Hunter Education Grant Specialist U.S. Fish & Wildlife Service Division of Federal Assistance 1011 East Tudor Road Anchorage, AK 99503-6199 (907) 786-3545 FAX 786-3575

#### Washington/National Office

Hunter Education Grants Coordinator U.S. Fish & Wildlife Service Division of Federal Assistance 4401 N. Fairfax Dr. MBSP 4020 Arlington, VA 22203 (703) 358-2156 FAX 358-1837

# **Chapter 2: Getting Started**

# Tools of the Trade (Helpful Publications) Federal Documents

- Federal Assistance Toolkit (part of the FWS Manual)
- Grant Proposal Package (Application for Federal Assistance AFA)
- Grant Agreement Package
- U.S. Fish & Wildlife Service Guidelines for Compliance with Federal Nondiscrimination Requirements
- U.S. Fish and Wildlife Service NEPA Guidance to the States Participating in the Federal Aid Program
- A Self-Evaluation and Planning Guide for Hunter Education Programs
- Code of Federal Regulations (CFR 50 Part 80, & CFR 43 Part 12 & 17)

#### State Documents

- Hunter Education Program Proposal
- Hunter Education Program Policies & Procedures
- Agency Guidelines
- Agency Planning Documents
- Hunting Laws & Regulations

#### Additional Documents

- The Range Manual-A Guide to Planning & Construction, (National Rifle Association)
- Hunter Education In The United States And Canada With Recommendations For Improvement (International Association of Fish and Wildlife Agencies, 1990)
- Finding New Places To Shoot (National Shooting Sports Foundation)
- 1985 Hunter Education Graduate Study (Robert Jackson)
- Hunter Education Ethics Study (Izaak Walton League of America)
- National Shooting Range Survey (National Rifle Association)
- Issues Management Handbook, Proactive Strategies (IAFWA)
- Annual Hunting Accident Report (International Hunter Education Association)
- Conservation Directory (National Wildlife Federation)
- Restoring America's Wildlife (USFWS)
- National Shooting Sports Foundation Facility Development Series
  - Number 2 Environmental Aspects of Construction and Management of Outdoor Shooting Ranges
  - Number 6 Federal Aid Grants for Shooting Ranges
  - o Number 7 State Agency Shooting Range Programs Case Studies
  - Number 8 Construction of Shooting Ranges with Wildlife Restoration Funds
- Best Management Practices for Lead at Outdoor Shooting Ranges (EPA)

#### **Additional Contacts**

International Hunter Education Association (IHEA)

3725 Cleveland Ave Wellington, CO 80549

Voice: 970-568-7954 Fax: 970-568-7955

www.ihea.com

This is the professional organization for Hunter Education Coordinators and professionals from the United States, Canada, Mexico, as well as other nations. Other IHEA members can provide States with invaluable information about how to run a Hunter Education Program. The IHEA internet website provides useful information for Hunter Education Coordinators. Each year, usually in April or May, the IHEA holds an international conference. The IHEA annual conference is an excellent place to meet and exchange ideas with other Hunter Education Coordinators, industry representatives, and others who have an interest in hunter education.

**Bowhunting Preservation Alliance** 

304 Brown Street E PO Box 258 Comfrey MN 56019

Voice: 866-266-2776 Fax: 507-877-2149

www.bowhuntingpreservation.org

International Association of Fish & Wildlife Agencies

444 North Capitol Street, NW Suite 544

Washington, DC 20001 Voice: 202-624-7890 Fax: 202-624-7891

www.iafwa.org

Izaak Walton League of America 707 Conservation Lane Gaithersburg, MD 20878 301 548-0150 www.iwla.org

National Bowhunter Education Association

P.O. Box 180757 Ft. Smith, AR 72918 www.nbef.org National Rifle Association 11250 Waples Mill Road Fairfax, VA 22030 www.nra.org

National Shooting Sports Foundation
11 Mile Hill Road

Newtown, CT 06470-2359

Voice: 203-426-1320 Fax: 203-426-1087

www.nssf.org

National Wildlife Federation

1400 16th Street NW Washington DC 20036 Voice: 202-797-6800 Fax: 202-797-6646

www.nwf.org

# **Important Dates**

#### **Grant Proposal Effective Dates**

Pay attention to grant proposal beginning and ending dates. These proposals may be written for multiple years. Check to be sure that the grant agreements you prepare are covered by a current grant proposal.

#### **Grant Agreement Effective Dates**

These dates are critical. Authorization for reimbursement cannot be given for work which occurs prior to the effective beginning date or after the ending date of your Grant agreement. Pay attention to these dates or risk having to pay for portions of your hunter education program with State funds. These dates often coincide with your agency's fiscal year (July/June or October/September), but not always. Review your grant agreement form to see when your current segment ends. Be sure to work with your State Federal Assistance coordinator to submit a new grant proposal or agreement before the current ones end to assure continued funding.

# Performance Report Due Date

These reports are due within 90 days after a Grant Agreement ends. For Hunter Education Programs which operate on a July/June fiscal year, the performance report should be received by your Regional Federal Assistance office by the end of September. For an October/September fiscal year your report is due by the end of December. Check your Grant Agreement's ending date to be sure when yours is due.

Ref: Federal Assistance Handbook 522 FW 1.22 and 522 FW 13.8

# Hunter Education Program Review & Revision

The completion date for this task depends on many variables. The need for review may arise numerous times during the effective dates of your proposal (or project statement), but at the very least you should expect to review, and revise if necessary, your hunter education proposal during its last year. It often works out that this review of your hunter education proposal occurs concurrently with Federal Assistance's routine comprehensive review of your Hunter Education Program.

# **Chapter 3: Setting Up Grant Documents**

This chapter provides guidance in completing grant documents for your Hunter Education Program, providing information to your agency's Federal Assistance Coordinator about a Federally funded hunter education program and writing hunter education grant proposals. Chapter 7: Appendices includes many of the grant documentation forms and checklists referred to here.

# **Program Eligibility**

Hunter education projects must have as their purpose teaching hunters the skills, knowledge, and attitudes necessary to be responsible hunters.

Projects must have objectives related to one or more of the following.

1. Provide hunter training for the safe use of hunting equipment, hunter responsibility, and knowledge of wildlife resources. Section 10 funded projects must provide for the enhancement of hunter education programs, hunter and sporting firearm safety programs, and hunter development programs; the enhancement of interstate coordination and development of hunter education and shooting range programs; the enhancement of bow hunter and archery education, safety, and development programs; and the enhancement of construction or development of firearm shooting ranges and archery ranges, and the updating of safety features of firearm shooting ranges and archery ranges.

The course may include, but is not limited to instruction in:

- the safe and proficient use of hunting equipment
- live firing
- hunter responsibility
- principles of wildlife management
- wildlife identification

Examples of Eligible and Ineligible Courses:

#### Eligible:

- Basic hunter education
- Advanced hunter education
- Bowhunter education
- Trapper education\*

#### Ineligible:

- Home and personal firearm defense
- General firearm safety
- Conservation education\*\*
- General wildlife education\*\*

2. Provide classrooms, shooting ranges, and related support facilities for hunter education student and instructor training, and to enhance the public's knowledge and proficiency in the use of firearms and other hunting equipment.

These facilities may be rented or leased from third party range operators. In addition, you may use your Federal Assistance funds to construct/improve new or existing shooting range sites. Remember, Federal Assistance funds cannot be used for the sole purpose of producing income. Any Federal Assistance funds spent on shooting range development should produce benefits to the hunter education program which are commensurate to the expenditure. See Chapter 6 for a more complete review of shooting range development guidelines.

Ref: Federal Assistance Handbook, 522 FW 10

- 3. Gather information to assist in the development, implementation and evaluation of hunter education projects.
  - instructor surveys (determine instructor attitudes, needs, and to provide opportunity for instructors to participate in program planning)
  - course graduate surveys (gather demographic data for course/program planning and reporting)
  - gather information about program effectiveness/instructor performance, etc.
  - annual hunting accident inventory and report\*
  - public attitudes about hunting and training needs

\*Hunter education funds cannot be used to support law enforcement activities (patrol, investigations, or training). Expenses incurred by agency law enforcement officers in collecting hunting accident data are reimbursable only if the objective of their investigation is to collect data for hunter education purposes. The expense of conducting accident investigations primarily for law enforcement purposes is not reimbursable. Ref: Federal Assistance Handbook 521 FW 1.8D, 522 FW 12

<sup>\*</sup> Trapper Education may be included in your hunter education grant if it relates to safety, responsibility, humane trapping methods, and avoidance of non-target species. Development of trapping skills, proper care of pelts/hides, grading and marketing skills for pelts are not eligible.

<sup>\*\*</sup> Individual activities, modules, or segments of these courses may be used to supplement your hunter education course – but they cannot be funded with Section 4c or Section 10 funds if they represent stand-alone courses.

Ref: Federal Assistance Handbook, 521 FW 1.7B, 1.8; 522 FW 13.2; Appendix I, Federal Aid In Wildlife Restoration Act

# **Designing Approvable Hunter Education Programs**

You may be considering expanding or changing your program topics by providing hunter education to a non-traditional constituency, providing advanced courses or looking for alternatives to the traditional classroom delivery system. Whatever changes you might be considering there are a few design guidelines which you should consider.

- 1. Conduct a needs assessment before you develop anything. The needs assessment will:
  - provide the basis for justifying a hunter education program
  - help in designing a program plan and course curriculum
  - help develop support for the program through active communication with, and involvement of, interested parties
  - provide a foundation for the evaluation process
  - provide contact and communication with the public
  - help unify and focus hunter education and agency efforts and goals

Your assessment should answer the following questions:

- How can a hunter education program be used to address the wildlife management issues/problems affecting your State? (You will probably find these issues listed in your agency's current planning documents.)
- How can a hunter education program help your agency accomplish its mission?
- What are the hunter education issues which need to be addressed?
   (What do your hunting accident statistics tell you?)
- What hunter behavior/responsibility issues need to be addressed?
- Other questions related to eligible hunter education activities...(see Program Eligibility, Chapter 3)
- 2. Involve all potentially affected interests:
  - Hunters
  - Volunteer instructors
  - agency decision makers
  - supporting staff
  - Private landowners
  - others...
- 3. Check to be certain that what you have planned is eligible for Federal Assistance hunter education funding. See Program Eligibility in Chapter 3 of this guide.
- 4. Contact your Regional Federal Assistance Office for help at any stage of the design process.

#### **Hunter Education Plans**

The plan provides the framework within which the hunter education program operates and evaluated by interested parties. It provides justification for budget requests and spending authority. It also provides narrative information which may be included in your Grant Proposal and Grant Agreement.

Planning involves the processes that identify:

- the need for the program (hunter education should address agency needs and reflect agency plans)
- program goals and specific objectives
- units of work necessary to meet objectives
- timeline for accomplishing objectives
- budget needs (the work planned should justify the funding level)
- evaluation standards and methods

Hunter education plans may be written in a variety of formats. The format you choose will probably be dictated by the people in your agency who are responsible for approving your planning documents.

An approvable plan addresses the following topics:

- State/Federal legal requirements effecting hunter education
- current status of the hunter education program
- history of the hunter education program
- program objectives
- issues effecting each objective
- strategies planned
- estimated cost, by year, to achieve each objective
- process for review and evaluation of success/effectiveness
   (This review and evaluation of your program plan must be accomplished
   periodically. At the very least your hunter education program plan must be
   reviewed and revised, if necessary, before the plan's ending date.)
- process used for public involvement

## Project Statement(s)

The project statement is the key component of the Grant Proposal. It describes each proposed project and includes a narrative of:

- Need
- Objective
- Expected Results and Benefits
- Approach
- Location
- Estimated Cost and schedule of events (if grant is for two or more years)

Ref: Federal Assistance Handbook, 522 FW 1.3C

## **Required Grant Documentation**

# Facts About Grant Proposals\*

- submitted to your Regional Fish & Wildlife Service, Division of Federal Assistance Office
- requests approval for work to be supported under a Federal Assistance program
- used to determine whether the proposed work is eligible once approved that becomes the basis for subsequent Grant Agreements Federal funds are NOT obligated with a Grant Proposal
- the Grant Proposal Package includes:
  - 1. Form SF-424, Application for Federal Assistance (AFA)
  - 2. Standard Assurances form
  - 3. State process documents under E.O. 12372 (as applicable)
  - 4. one or more project statements with supporting documents

# Form 424 (see Chapter 7)

This standard form is a required face sheet for a Grant Proposal Package. This form is usually completed by your agency's Federal Assistance Coordinator or chief fiscal officer and signed by your agency Director or approved signature authority personnel.

Assurances Form – Non-construction and Construction (See Chapter 7)
This form may be submitted annually, by January 1, to cover all of your agency's Grant Proposals for the succeeding year, or individually with each Grant Proposal. Using this form your agency agrees to comply with the applicable requirements listed in the 21 items on the form. The appropriate assurance form is required depending on whether the State will be constructing a facility or acquiring land.

You should also be aware of some of the requirements on the form which may impact your hunter education program:

- documentation/accounting system
- civil rights/nondiscrimination
- environmental standards (NEPA)
- protection of historic properties
- and all other applicable Federal laws, executive orders, regulations, and policies which may have applicable requirements

<sup>\*</sup>these issues are typically handled by the State Federal Assistance Coordinator

Executive Order 12372 - Intergovernmental Review of Federal Programs \*

\* Some States may be exempt from this requirement. Be sure to check with your State Federal Assistance Coordinator to see how this is handled in your state.

Purpose: inform public agencies of a planned federal activity so that Federal,

State, regional and local planning and development can be

coordinated.

The review can be accomplished by your State Clearinghouse, if one exists. If there is no State Clearinghouse, your agency must inform the appropriate agencies directly. Copies of correspondence with the clearinghouse or commenting agencies should be submitted with the grant proposal or grant agreement documents.

Hunter education projects may be exempt. However, if land acquisition or development is involved (shooting ranges and training facilities) the review will probably have to be done.

If no response is received in 30 days from the time of the initial notice to the clearinghouse or selected agencies, it may be assumed that there are no significant concerns and the proposal may be submitted to Federal Assistance with copies of your agency's letter to the clearinghouse or the letters sent to the selected agencies.

# **Supporting Documents**

Supporting Documents may include any or all of the following:

- statement documenting volunteer in-kind match and valuation rate (see HE Guide section on In-Kind match for more details)
- third party agreements (See Chapter 6)
- letters from public comments about the proposed work
- comments from your State Clearinghouse
- NEPA documents\*
- Intra-Service Section 7 Consultation Form (impacts to endangered species)
- Environmental Assessment or Environmental Impact Statement
- source and amount of any program income generated (see below)
- work plans
- permits
- deeds

## Supporting Documents -continued-

- description of real property to be acquired
- property appraisals
- engineering plans and specifications
- detailed description of facility to be constructed (type, capacity, cost)
- documentation required to comply with other laws/regulations

\*Hunter Education grants are usually "categorical exclusions" and do not require an Environmental Assessment (EA) or an Environmental Impact Statement (EIS). However, grants for construction projects are a different matter. Simple improvements or refurbishing of existing facilities are often exempted, but new construction will almost always require an EA or EIS. Contact your Regional Federal Assistance office for specific details about how this process is handled.

## Program Income

Hunter education programs may generate program income in a variety of ways:

- duplicate hunter education certificate fees
- course fees charged to students
- fees received by volunteers which exceed "out-of-pocket" expenses
- range-use fees

These fees are generally used to:

- 1. offset administrative expenses of implementing the program (State level)
- allow instructors, primarily volunteers, to recover out-of-pocket expenses, or
- 3. accomplish both 1 and 2

Any fees collected, except those collected to reimburse volunteers for out-ofpocket expenses, are considered program income.

This income must be accounted for and disposed of in one of three ways:

- 1. Deductive Income is deducted from the total project cost.
- Additive With Federal Assistance approval, income may be added to funds already committed to the project to fund additional eligible activities.
- 3. Cost Sharing means the value of the third party in-kind contributions and the portion of the costs of a federally assisted project or program not borne by the Federal Government.

You should document any anticipated program income in your Grant Proposal and Grant Agreements. Failing to properly account for program income, or using

it for unapproved purposes, may result in your agency having to repay the Federal Assistance program for funds misused.

Program income cannot be used to match Federal funds. Program income must be used in the program that produced the income to cover costs during the period in which it was earned.

If instructors are allowed to keep all or part of a course fee to offset out-of-pocket costs be sure to explain clearly that collecting fees in excess of those needed to cover their expenses will result in program income being produced. You should also alert instructors that they are accountable to the Internal Revenue Service for income from course fees.

## Facts About Grant Agreements

- obligates the Federal Share of the estimated project costs
- specifies begin/end dates for completing the work (generally 1 year)
- commits the State to carry out the work described in the Grant Agreement
- documents the terms and conditions of the grant
- the Grant Agreement Package includes:
  - 1. a Grant Agreement, Form 3-1552
  - 2. a schedule of funded projects
  - 3. a breakdown of estimated costs and schedule of events
  - 4. Lobbying Certification form(s) usually submitted by the State Federal Assistance Coordinator\*
  - 5. statement documenting volunteer in-kind match and valuation rate (see In-Kind Match in Chapter 4 for more details)
  - 6. supporting documents, as needed.
  - 7. may be submitted with the Grant Proposal

\*Recipients of Federal grants are prohibited from using grant funds to pay anyone for influencing or attempting to influence an officer or employee of any Federal agency, member of Congress, or an employee of a member of Congress in connection with a specific contract, grant, loan, or cooperative agreement. Your agency must certify that none of the funds requested will be used for lobbying. If lobbying is conducted with funds other than Federal appropriated funds then your agency must submit a lobbying disclosure form. Lobbying Certification forms must be submitted if your Federal grant for hunter education (or a shooting range project) exceeds \$100,000.

See Chapter 7: Appendices for copies of these forms.

Ref: Federal Assistance Handbook, 523 FW 1.18

## Schedule of Funded Projects

As an example, this list might be included in your documentation if your hunter education Grant Proposal is multi-year and has multiple projects with details in the project statement. Please note how the use of Section 10 and 4c funds are documented.

#### SCHEDULE OF FUNDED PROJECTS

Title: Statewide Hunter Education Program During period 7/1/03 through 6/30/04, the following projects will be funded (fully described in project statement submitted with grant proposal)

Project Est. Cost
A Hunter Education/(WR Section 4c) 321,000.00
B Shooting Range Development/(WR Section 10) 50,000.00

WR = Wildlife Restoration (Hunter Education Funds)

#### **Amendments**

Situations will arise which may require you to amend your grant documents.

For Grant Proposals and Grant Agreements these include:

- adding or deleting specific projects and/or objectives
- changing the duration of the project
- increasing or decreasing costs
- changing key personnel (Point of Contact for the project)

To request approval for changes to your Grant Proposal, contact your State Federal Assistance Coordinator to use the Application for Federal Assistance form (SF 424); for changes to the Grant Agreement use the Amendment to Grant Agreement form (3-1591). See Chapter 7: Appendices for copies of these forms.

Be sure to include an explanation of these changes and include revised project statements and support documents if necessary.

#### **Compliance Requirements**

A number of Federal laws, regulations, executive orders, and Congressional Acts effect Federal Aid in Wildlife Restoration grant programs.

Some of these requirements are listed on the Assurances form and the Compliance Checklist found in Chapter 7: Appendices of this guide.

A summary of guidance on the requirements generally applicable to grant programs can be found in the Federal Assistance Handbook, 523 FW 1.

# **Chapter 4: Keeping Your Program On Course**

Keeping a hunter education program on course requires paying attention to many details. This Chapter might be helpful if you have questions about some of the practical aspects of keeping your hunter education program running smoothly.

# **Program Administration**

## Program Income

(see "Program Income" section in Chapter 3 for details)

# In-Kind Match (Value of Volunteer Service)

In-kind match refers to donated service or non-cash contributions made by parties other than the grantee toward the accomplishment of program goals.

Services provided by your agency staff, even if they volunteer, cannot be used as part of your in-kind match. The value of their contribution is based on the actual cost to the agency for their service. (These costs should be reported as actual State costs used to match Federal funds.)

In hunter education, most in-kind match comes in the form of donated volunteer hours. The value of in-kind match created by volunteers teaching hunter education courses must be documented in your Grant Proposal or Grant Agreement. Generally, in-kind match is based on what the State would have paid for similar services. Pay rates for entry level teachers, wildlife law enforcement officers, biologists, and youth or outdoor education professionals are generally used as the standard. If there is a question about what hourly rate to assign, ask your State or agency personnel office to determine the acceptable hourly rate for similar work done in your agency. The value assigned to volunteer hours of service must be:

- 1. based on an acceptable (fair) hourly rate
- 2. based on documented hours of participation
- 3. pre-approved (explained in the grant documents)

Volunteer instructors should document their hunter education activity on a signed and dated time/course report form. These time sheets should be handled with the same care and precision as your agency's time accounting system for paid employees. Rough estimates are not acceptable for Federal Assistance purposes.

#### Third Party Agreements

Third party agreements are used when you contract portions of your program to another agency, organization, or business. This most often occurs when you build shooting ranges or other facilities. Anytime you formally assign

responsibility for management, operation, or construction to someone outside of your agency, third party agreements should be used. (see Chapter 6 for more information).

# Risk Management

The assessment and management of risk is important to keep the program on track and to minimize the liability exposure for students, instructors and/or administrators. The first step in risk management is to identify and enlist the aid of those who can assist in compiling a risk management plan.

- State risk managers
- legal counsel
- other professionals

The planning process should address the following:

- Is a risk management program needed
- Potential risks to you, your agency, students, instructors
- Priorities and strategies which eliminate, transfer, or reduce risks
- Identification of risks to be retained
- Volunteer management (risk issues)
- Special considerations
  - Training people with disabilities
  - Classroom and field Exercises
  - Use of firearms
  - Live-firing exercises

The second step in risk management is to implement strategies, policies or procedures to reduce risk. Finally, evaluate and monitor the progress of risks being eliminated, transferred, reduced and those being retained.

#### **Grant Documentation**

Keeping your program on course requires you to pay attention to grant application, management, and reporting processes outlined in the Federal Assistance Handbook. You should read and understand the guidance found in the following sections of the Federal Assistance Handbook. (Also refer to Chapter 3 of this guide.):

Part 521 Program Eligibility

FW 1 Wildlife Restoration (Hunter Education)

Part 522 Program Guidelines

FW 1 Standards for Administration

FW 2 Grantee Responsibilities

FW 3 Coordination

FW 4 Strategic Plans and Planned Management Systems

FW 6 Land Acquisition

FW 7 Operation and Maintenance

FW 10 Facilities Construction

FW 13 Hunter and Aquatic Education

Part 523 Compliance

FW 1 Compliance Requirements (Summary)

# Compliance Requirements

A summary of compliance requirements can be found on the Assurances form and in Part 523 FW 1 of the Federal Assistance Handbook. Any of the Acts or Executive Orders listed may impact your hunter education program. However, considering the large number of individuals involved with your program, some of the greatest potential for concerns relate to non-discrimination, program access, and civil rights issues. You must be aware of situations which may prevent individuals from attending a course and deal with them quickly to avoid discrimination complaints or legal actions.

For more in-depth guidance on non-discrimination issues, please refer to "Guidelines for Compliance With Federal Nondiscrimination Requirements" in the Federal Assistance Toolkit linked here:

## http://training.fws.gov/fedaid/toolkit/nondisc.pdf

These guidelines offer a good summary of the many nondiscrimination factors examined by federal investigators that apply to State Hunter Education Programs.

It is important to consider compliance issues in the following components of your program:

 Awareness - Inform the public that your program provides equal access and opportunity to all. Include the following (or similar) assurance statement on all public documents such as brochures and manuals. (This is a requirement if these materials were produced with Federal funds.)

#### **Model Assurance Statement**

"This hunter education and/or shooting range development program offers all persons the opportunity to participate regardless of a person's race, color, national origin, age, sex or handicap. For questions, please contact (state agency and address, or the Office of Equal Opportunity, U.S. Department of the Interior, Washington DC 20240)."

Add other nondiscrimination qualifiers in accordance to state laws as appropriate.

- Training Be sure to provide nondiscrimination guidelines and awareness training for your volunteers and agency staff.
- Recruitment Make special efforts to target nontypical audiences such as urban youth, women, minorities, single parents and the elderly in your training efforts. Parts of some programs, such as "Becoming an Outdoors-Woman" may help provide hunter education opportunities for a nontraditional audience.
- Evaluation Pay attention to the collection and evaluation of course participation data. If you discover that interested individuals or groups are being excluded from your program, make appropriate arrangements to provide access

#### Research

Research/surveys may provide information which will help you plan and evaluate your hunter education program. See 5.3, Program Evaluation.

Hunter Education research can be done at the State or Federal level, through surveys, in-class studies, or a variety of other methods. Be sure that your research/surveys and information gathering serves an identified purpose. The information you gather should be useful in determining hunter education needs, trends, and program direction.

# Record Keeping

Record keeping is an essential component of your program. You must be able to document program activities, i.e., students and instructors certified, training sessions conducted, volunteer hours, minority/ethnic participation, income generated, location and use of equipment purchased, etc. These records will be used for evaluation and planning to satisfy State and Federal auditors and the public. Records must be retained for three years with the retention period starting the day the grantee submits its final expenditure report (43 CFR 12.82).

#### Firearm Issues

The following legislation may impact your hunter education program. Check with your agency's legal counsel for advice on dealing with gun control issues.

#### Gun Control Act of 1968

This Act restricts the purchase, receipt or transport of certain firearms based on the nature of the person, firearm in question and circumstance for which the firearm (and ammunition) is to be used.

"Gun-Free" School Zones (18 U.S.C.922)

Generally, gun-free school zone Federal legislation and various State legislation make it illegal to carry firearms onto school premises without written permission from the school to include:

- a) name of person(s) bringing firearms onto school property
- b) date and time
- c) purpose including program and authorized agent and/or agency the individual is representing
- d) type (including make and serial number) of firearms ("weapons") being brought onto premise
- e) authorized signatures of both the individual and school authority
- f) written permission must be carried by all instructors giving courses and using firearms as training aids on (or near) school property

# **Volunteer Management**

Your agency may provide a hunter education program using volunteers, agency staff, third party contracts, public/private schools or a combination of any of these. Most States use volunteer instructors and agency staff. This decision requires that you pay attention to the following details.

#### **Program Policies and Procedures**

You should provide a program policies and procedures manual for your volunteers...See "Suggested Topics for Policies and Procedures Manual" in Chapter 7 for a list of suggested items to include in yours.

- It is an important part of managing risks (see "Risk Management" in Chapter 4).
- It communicates the agency's expectations, goals, risks, etc.
- It is the key document which promotes successful program management.
- It serves to protect the agency, administrators, instructors and students.
- It helps new instructors prepare for their first course and veteran instructors enhance their efforts.

## **Planning**

Planning occurs throughout the life of your program. You should continually review and revise your project statement as you monitor and evaluate your success in accomplishing planned objectives. See Chapter 3 for details on program planning.

#### Recruitment and Selection

Prior to your recruiting efforts develop a systematic process for interviewing, screening, training, placing, supervising and evaluating volunteer instructors. Included in this process should be a comprehensive job description for the volunteer instructor. You must be able to clearly communicate your agency's expectations if you hope to recruit and retain qualified, motivated instructors.

The selection process for volunteers should include:

- interaction with local and State agency personnel
- evaluation of previous training
- background checks for criminal history and wildlife law violations
- checking references supplied on instructor application
- a mentoring process which involves experienced instructors
- completion of pre-service training and orientation

## **Training**

It is the State's responsibility to train, equip, and certify qualified instructors. Instructor training should include:

- effective teaching methods (lesson planning, student evaluation, teaching/learning styles, etc.)
- use and care of instructional aids and audio/visual equipment
- class room management
- · safe and proper use of hunting equipment
- agency policies and procedures for hunter education
- knowledge of Federal program requirements

Agency sponsored in-service training should be provided regularly.

#### Recognition

One of your most important duties is to recognize efforts by students, instructors and partners of your program. It is good customer service to thank the people who dedicate themselves to promoting safe, knowledgeable, and responsible hunting practices.

There are many ways to recognize individuals and groups involved in hunter education including certificates, incentive awards, publicity and more.

It is important to note that not all costs associated with a volunteer recognition program may be reimbursable by your Wildlife Restoration hunter education grant program. If a State indicates in its grant proposal that a volunteer recognition project is an important part of maintaining its cadre of instructors, then it is supportable (50 CFR 80.5). However, "entertainment" costs are not reimbursable (OMB A-87). Volunteer recognition programs should be designed, implemented and documented consistent with cost categories that are reimbursable, including: Public Relations, Employee Morale, Meetings and Conferences and Training (OMB A-87).

Whatever the methods you choose, keep the recognitions coming!

#### **Evaluation**

This element of your program cannot be overlooked. A uniform approach to monitoring and evaluating your volunteer instructors is critical in determining the effectiveness of your program. You should involve other agency field staff (Conservation Officers, Biologist, etc.) in the evaluation process if possible. Training should be provided for anyone who will be involved in conducting evaluations. For more information about evaluation, see Chapter 5.

#### **Communications**

Instructors should receive regular communication from your agency. This communication may include:

- frequent newsletters (monthly, bi-monthly, quarterly)
- weekly wildlife agency news releases
- special mailings and invitations to agency/commission meetings
- instructor "hotlines" (800 phone number, etc.)
- personal visits from agency staff (visit classes when possible)
- regular meetings (workshops/seminars) with hunter education staff
- electronic communications including email, web-based news releases, listserves, message boards

# **Chapter 5: Evaluation & Reporting**

# **Performance Reports**

The State is responsible for monitoring and reporting performance to ensure that all Federal requirements are met and that project objectives are being accomplished.

States are required to submit a performance report annually and/or within 90 days after the end of a Grant Agreement period. If you are unable to submit your report within 90 days, work with your State Federal Assistance Coordinator to make a written request for an extension.

# Purpose of Reporting

- Compare actual performance to what was planned
- Report costs incurred (estimated)
- Provide information to Legislators, manufacturers, constituents, and the general public. (See the FAIMS section in Chapter 5)
- Evaluation and Planning

# Preparing Your Report(s)

Preparing a performance report provides an opportunity to compare work accomplished to work planned and to make appropriate program adjustments during the next grant segment.

There is no standard format for this report, however the following information must be included:

- a summary of work completed during the Grant Agreement period on planned objectives
- any deviations that impacted the accomplishment of objectives
- location of the work done (usually statewide for hunter education; site specific for shooting ranges and training facilities)
- costs incurred during the Grant Agreement period (reflected on the SF-269 report)

A typical performance report (see suggested format in Chapter 7: Appendices) should include a:

- coversheet (grant and project name, project number, dates, etc.)
- narrative which includes all of the information listed above.
- FAIMS activity code summary if possible

#### **FAIMS**

The Federal Assistance Information and Management System (FAIMS) is a computer program which is designed to:

- 1. Streamline the capturing of information from Federal Assistance Grants and performance reports into an automated system.
- 2. Provide uniform data from Federal Assistance grants.
- Be responsive to Congress and constituent groups who have questions about costs, benefits and accomplishments of Federal Assistance programs.

The following table lists the hunter education activities for which quantity and cost are reported in FAIMS. The Division of Federal Assistance asks that you provide this information in your annual performance report(s). You may already include these figures in your report narrative, but you may find it more convenient to use the FAIMS performance report form found in Chapter 7: Appendices.

Public and state agency access to FAIMS can be found at this web address: http://faims.fws.gov

Hunter Education Activities and Associated FAIMS Code	s	
Students Trained	(1511)	
Student Live Firing	(1513)	
Advanced Student Training	(1515)	
Volunteer Hours of Effort	(1521)	
Volunteers Trained	(1523)	
New Ranges Constructed (with 4c funds)	(1561)	
Ranges Operated and Maintained (with 4c funds)	(1562)	
Educational Facility Capital Development	(1563)	
New Ranges Constructed (with Sec. 10 funds)	(1571)	
Ranges Operated and Maintained (with Sec. 10 funds)	(1572)	
Other Section 10 Enhancements	(1573)	
Hunter Education Coordination and Administration	(1581)	

The estimated costs reported in your Performance Report should not be used for auditing purposes, since they are often reported before final payments are made on a project. Fiscal closure of a project may occur as much as six months after the project segment has closed.

## **Program Evaluation**

The combined efforts of your agency and your Regional Federal Assistance Office provide the framework for evaluating the effectiveness and efficiency of your hunter education program. "Substantial in character and design" is often referenced by the Division of Federal Assistance when describing the measure of an acceptable hunter education program. It means your program is:

- 1. well planned and reasonable (driven by agency needs and priorities).
- 2. efficiently and effectively implemented and coordinated.
- 3. successful (meets agency needs and achieves planned objectives).

Program evaluations may be conducted on specific program activities, or they may be all encompassing. The need and frequency of program evaluations are determined by a number of factors:

- 1. recent changes in program administration
- 2. major changes in program status
- 3. changes in constituency
- 4. status and expiration date of Grant Proposal Project Statement

Regular program evaluation offers coordinators excellent opportunities to measure effectiveness in meeting immediate and long term goals. Remember, at the very least, your hunter education program must be evaluated before your current Grant Proposal Project Statement expires.

Routine evaluations should be conducted throughout the Grant Proposal and Grant Agreement period(s). These evaluations might consist of a combination of the following:

- course graduate surveys
- instructor reviews
- classroom/course monitoring
- statistical analysis of course final examination
- instructor self/peer evaluations
- review of hunting accident statistics
- review of law violation statistics
- public attitude surveys
- consistency with IHEA standards

#### The Role of Federal Assistance in Evaluations

A good time for the Division of Federal Assistance office to review your Hunter Education Program is just before the beginning of the last year of your active grant proposal. Call your USFWS Regional Office to coordinate a review. There are three levels of evaluation possible for your program, described in the table below.

ACTIVITY/COMPONENT	ADMIN. REVIEW	PEER REVIEW	EXTENSIVE PEER REVIEW
	LEVEL I	LEVEL II	LEVEL III
	1-2 DAYS	3 DAYS	5 DAYS
FWS Federal Assistance staff	Х	Х	X
Document review (grants, plans, student and instructor evaluations)	X	Х	Х
Address current & previous issues	Х	Х	Х
Include other State peer expert(s)		Х	Х
State HE staff survey	Х	Х	X
Instructor input/survey		Х	х
Other State staff/LE			
input/survey		X	X
Supervisor/Commissioner interview		Х	X
Focus groups (optional)			Х
Review hunting accident data trend (and other measures of success)	X	Х	Х
Records, policies & procedures review (include class, student and instructor records, trends, and certification/retention policies)	X	Х	X
Classroom visits		X	X
Student/parent interviews/evaluations		Х	X
Range review	Χ	Х	X
Exit briefing w/top management		Х	X
Write report	Χ	Х	Х

### **Chapter 6: Shooting Ranges**

### **Using Federal Assistance for Shooting Ranges**

Shooting range development may be funded using Federal Assistance hunter education funds. Any Federal Assistance money you spend on shooting ranges comes from your Section 4c and Section 10 hunter education apportionment. The intended purpose of the proposed facility or improvement should relate to one, or both, of the following:

- provide a place for hunter education students and instructors to learn/practice safe gun (or bow) handling and live firing; (classrooms, obstacle courses, and other support facilities)
- Provide opportunities for the public to sight-in and practice with their recreational/hunting firearms or archery equipment

Federal Assistance Funds may not be used for the following kinds of "limited access" facilities unless hunter education use and public access is assured through third party agreements, leases, or contracts:

- law enforcement shooting ranges
- commercial facilities
- private facilities
- facilities strictly for competitive shooters

### **Getting Started**

Coordinating Shooting Range Development

A range development program requires the following:

- Look for partnerships in owning and operating ranges
- perform a needs assessment (an on-going process)
- develop and implement a range development plan
- consider site selection (private/public lands)
- prepare Federal grant documents (don't forget the performance report(s))
- visit sites/monitor construction
- work closely with the third parties (many details/time consuming)

Serving as your State's Shooting Range Development Coordinator is a lot like being a general contractor, safety consultant, project inspector, and grants/contracts manager...sometimes all at the same time.

### **Training**

If you are involved in developing shooting ranges, get training or find people with expertise in the following areas:

 Federal Assistance Requirements (review the Federal Assistance Handbook)

### Training -continued-

- Compliance Issues (SHPO, NEPA, OSHA, etc.)
- Range Design and Construction Standards (See NRA range manual)
- Lead Management (see EPA's report, Best Management Practices for Lead at Outdoor Shooting Ranges)
   http://www.epa.gov/region02/waste/leadshot/
- Public Affairs Specific to Range Construction and Operations
- Range Operation and Maintenance Standards
- Risk Management
- Real Estate Appraisal and Site Assessment
- Writing Agreements, Contracts and Memorandums of Understanding
- Legal Counsel

All of the above will probably be done concurrently with your other hunter education duties. Serving as Hunter Education Coordinator and Shooting Range Development Coordinator may often be two full time jobs.

### **Preparing Shooting Range Grant Documents**

See Chapter 3 for a more complete review of grant documentation.

There are two ways to accomplish shooting range grant documentation:

- Submit a separate Grant Proposal for large-scale or new shooting range development and individual Grant Agreements for each range. (Multiple sites may be included on one Grant Agreement. If the work planned is limited in scope and expense and where compliance concerns (NEPA, SHPO, etc.), can be addressed without an environmental assessment (EA) or environmental impact statement (EIS).
- Include shooting ranges as part of your hunter education Grant Proposal and submit separate Grant Agreements for each range development. (This is not the easiest or preferred method.)

Documentation which supports the Grant Proposal and/or Grant Agreements include:

- NEPA...EA, EIS?
- Public Comments if required by NEPA
- SHPO (State Historical Preservation Office)
- contractual agreements with third parties
- land deeds
- appraisals
- equipment purchases
- building permits/zoning
- engineering drawings/site plans

### **Third Party Agreements**

A contractual agreement is required when dealing with a third party in a shooting range/training facility construction/improvement project. This contract outlines the legal responsibilities of the group(s) who receive Federal Assistance funds through your State shooting range program. The conditions and degree of compliance with the provisions outlined in the contract must be monitored.

Key points to include in third party agreements are:

- use of facility for its original/primary purpose
- duration of agreement (long enough to receive value for investment)
- default/repayment conditions
- disposition of user fees/income from the facility
- fiscal records-maintenance & inspection
- compliance with all laws, regulations, policies, etc.
- conditions for range operation and maintenance
  - public & hunter education use (availability & cost)
  - o responsibility for maintenance
  - o safety standards
  - insurance requirements
- site identification requirements (Federal Assistance logo and signs)

### **Keeping Range Development On Course**

### Administration

Shooting range development programs involve considerable administrative effort. The process you initiated to begin a range development program (See Chapter 6) requires a continuing effort to ensure program success. This effort includes monitoring the many activities related to range construction. The changing needs and priorities of your agency and its constituents should affect your shooting range development plans. Once approval has been given for construction to begin, you may find yourself dealing with a myriad of construction details and liaison efforts with the third parties involved.

If your agency elects to build or improve shooting ranges in cooperation with third parties you will serve as a grants manager. The relationship which exists between your agency and your Regional Federal Assistance Office will in some respects be duplicated between your agency and the third parties who receive funds as sub-grantees. You will become responsible for their documentation and compliance with all State and Federal requirements.

### **Grant Documentation**

See Chapter 3 for a complete discussion of grant documentation concerns.

The major difference between hunter education program grant documentation and shooting range grant documentation is in the support documents typically

required for shooting ranges. While hunter education programs are usually categorically excluded from NEPA requirements, shooting range developments typically are not. Many of the environmental concerns discussed under Compliance Issues must be documented with forms or letters submitted with the Grant Proposal and/or Grant Agreement.

Design and construction of shooting ranges and hunter education classroom facilities involve many requirements, specifications, compliance measures and program coordination efforts. The documentation may look more like that found in the construction of fish hatcheries and similar facilities developed and operated by your agency. You may wish to consult your agency's staff who are responsible for construction of boat ramps, hatcheries, or parks for help with some of your documentation concerns. Also, write to Recreational Shooting Program, National Rifle Association, 11250 Waples Mill Road, Fairfax, VA 22030, for information and a directory of shooting range specification manuals. Contact shooting range administrators, or hunter education coordinators in other States who have been building shooting ranges successfully for some pointers. Finally, consult the proceedings from National Shooting Range Symposiums (St. Louis - 1991, Utah - 1993,etc)

### Compliance Issues

There are a number of issues regarding shooting range development which must be considered. Some of these may require that supporting documents be submitted with the Grant Proposal or Grant Agreement. Others may not require documentation prior to completion of the facility, but will require monitoring and reporting of compliance throughout the life of the facility. Some of these issues include:

- Facility access (handicapped access, civil rights/discrimination)
- Location of facilities (wetlands, near/on habitats of endangered species, urban sites, floodplains, historic sites)
- Lead contamination (OSHA Occupational Lead Standard)
- Public attitudes/concerns (noise, health & safety, traffic, etc.)
- Debarment and suspension (third party agreements)
- Lobbying (grants in excess of \$100,000)

Ref: Federal Assistance Handbook, 523 FW 1 and compliance chapter

### **Management Options**

There a number of options which may be used to acquire property, build a facility, and then provide for maintenance and operation of a shooting range. Some of these include:

 The State may own, lease, or posses legal rights to use (memo of understanding, easement, permit, etc.) the property on which a range exists or on which the State plans to build or improve a range.

### Management Options -continued-

- The State may assume direct responsibility for the operation and maintenance of a shooting range using agency personnel.
- The State may contract with a third party to operate and maintain the range. The third party must possess legal control of the range property for a reasonable period of time. They must also agree to operate the range in compliance with all Federal and State laws, regulations, guidelines, etc. for the duration of their contract.
- Ranges may be fully staffed by agency or contracted third parties, or unstaffed (unsupervised). Range facilities may be extensive, multidiscipline shooting sites or primitive sight-in and plinking ranges.

These options may be combined to provide working solutions to your agency's shooting range development needs.

Whichever option or combinations you choose, remember that your agency is ultimately responsible for meeting documentation and compliance requirements associated with accepting Federal Assistance for shooting range development. Each facility may involve different liabilities and risks and should be thoroughly reviewed by your agency's legal counsel, a range technical team advisor (i.e. National Rifle Association training program personnel), shooting range staff and other appropriate advisors.

### Policies, Procedures, and Practices

Your agency probably has a standard procedure which is followed whenever construction projects are undertaken. Check with your agency's engineering or realty staff. If you provide shooting range funds to third parties you should develop and use a standardized system for soliciting, evaluating, and selecting projects for funding. You should request assistance from Federal Assistance, NRA Range Development, other Hunter Education/Shooting Range Development Coordinators, and realty or engineering staff in your State to help in preparing a standardized shooting range development manual. This manual should include the following guidelines:

- application procedures (third parties)
- priority schedule, plans, criteria and/or rating factors
- Assurances (compliance issues)
- insurance requirements
- public hearings (how and why)
- Operation and maintenance standards
- hunter education use (priority and coordination)
- documentation checklist
- pre-, post- and on-site inspection checklists

### **Evaluation & Monitoring**

Your planning documents should provide the framework for justifying the effectiveness of your range development efforts. You should determine whether the ranges developed/improved are helping your agency achieve the goals and objectives planned; whether the program is cost effective (are the ranges being used); and whether public safety/recreational shooting has been enhanced. Along with these concerns, each individual range project should be evaluated/monitored in the following areas:

- performance/compliance of third parties
- the level of public and hunter education use
- is the range being maintained as promised
- compliance with Federal/State requirements
- is the public being served as planned (did you overbuild)
- has public safety been enhanced
- has recreational opportunity been increased
- is the facility being used as originally intended

### Reporting

At the end of each grant agreement (within 90 days after the closing date) you must submit a performance report. Include information collected from the items listed in the "Evaluation & Monitoring" section of Chapter 6, in your report narrative. See Chapter 5 for an outline of other specific reporting requirements.

Ref: Federal Assistance Handbook, 522 FW 10

### **Chapter 7: Appendices**

### **Frequently Asked Questions**

Q: Is it ok to use the excess value of volunteer instructor donated time for use in our shooting range development program?

**A: Sorry, no.** An in-kind contribution can only be used in the project grant in which it was generated. Construction projects are usually proposed in separate grants. However, you can use volunteer time on the construction project as match. For example, if club members donate time to build shooting benches, etc..

Q: Can I allow volunteers to charge course fees for hunter education?

A: Yes. However, they may not charge for their services as instructors. They may only charge a reasonable fee to offset out-of-pocket expenses that are not reimbursed by the state. If they generate income from the hunter education program then the state must report it as program income on the pertinent grant Agreement. The state should advise volunteers that the IRS will be interested in this income and that accurate records should be kept.

Q: Can the Agency charge a course fee, charge for course materials, or for issuing duplicate hunter education certificates?

**A:** Yes. However, it must be accounted for as program income.

Q: Can "underage" students be prevented from attending the hunter education course?

A: Yes and No. Since your hunter education program receives Federal funding, you must assure that all non-discrimination requirements are met (age, handicap, sex, minority). However, if you have a State law which prevents certain age groups from participating you may be able to legally limit their participation in the hunter education program. Be careful with this one. Many States have age limits for big-game hunters but no age limits for small game hunters. If they can hunt in your state you must allow them to participate in the hunter education program. Your instructors must apply the same completion standards for these students. Some States offer "certificates of attendance" rather than certification for students who haven't mastered materials yet.

Q: How long must the basic hunter education course be? How many hours is enough?

A: It depends. Federal Assistance has not assigned a minimum course length. The length of your course should be determined by course content (the number and complexity of objectives to be accomplished) and the ability of your students to achieve program objectives. Setting a minimum

course length without considering the State's Hunter Education Program objectives could result in an arbitrary course limitation. Each State may determine the minimum course length to meet their particular needs. However, if a State sets a minimum course length which is less than the "nationally" recognized standard (see International Hunter Education Association web site – <a href="www.ihea.com">www.ihea.com</a> – and their Hunter Education Standards) may cause licensing and reciprocity problems for your hunters who plan to hunt in States which have longer course lengths.

- Q: Are expenses incurred by agency law enforcement personnel in collecting hunting accident data reimbursable through hunter education funds?
- A: Yes, as long as the data they collect are primarily for hunter education use (annual accident summary, accident case studies for lesson plans, program evaluation, etc..) Enforcement of game and fish laws, including routine patrol, investigations, and law enforcement training are not approvable hunter education activities.
- Q: Is it okay to rent shooting range facilities for hunter education live firing activities?
- **A:** Yes. Shooting range facilities may be rented or leased for hunter education use.
- Q: What does "accessible" really mean? Must special courses be provided for every handicapped individual who requests a course?
- A: Accessible means that your program, when viewed in its entirety, is accessible to qualified handicapped persons. You are not required to provide special courses on a demand basis for every individual who requests one. However, you should make every reasonable effort to provide access for any individual who requests a course. See the USFWS Guidelines For Complying With Federal Non-Discrimination Requirements.
- Q: Can the State put Section 4 and Section 10 funded projects or activities on the same Grant Agreement?
- **A:** Yes. But the proposed activities and related accomplishments should be clearly separated by funding source in the project statement and annual performance report.
- Q: Where can I get more information on Section 4 and Section 10 HE funding?
- A: Contact your state federal assistance coordinator or your regional USFWS Federal Assistance Office for more information. Included at the end of the FAQ section is a table highlighting the differences and similarities between Section 4 and Section 10 funds.

- Q: How do the Hunter Education Standards from the International Hunter Education Association (IHEA) fit in?
- A: The IHEA standards are voluntary guidelines for learning outcomes. They were developed cooperatively between IHEA, USFWS and other hunting-related organizations.

### Section 4c and Section 10 Program Details

### **Program Comparison Chart**

[from the Pittman-Robertson Wildlife Restoration Act, as amended through

### SECTION 4c

- 1. Apportionment formula
  - · based on state population
- 2. Funding source
  - from remaining ½ of taxes on handguns and archery equipment (NOTE: the first ½ is apportioned to states based on 50% of land area and 50% of licenses sold in each state and can be only be used for for wildlife restoration activities)
- 3. Amount states receive
  - minimum 1% and maximum 3% of total funds available
  - U. S. territories receive 1/6 of 1%
- 4. Funding availability
  - 2 yrs. for a state or territory to obligate each year's apportionment into a grant
  - funds available until grant end date
- 5. Purpose:
  - hunter education activities
  - shooting range development or maintenance
  - wildlife restoration activities

### SECTION 10

- 1. Apportionment formula
  - based on state population
- 2. Funding Source
  - from total Wildlife Restoration revenues collected annually before state apportionments are set.
- 3. Amount states receive
  - total available is \$8,000,000 annually and disbursed according to formula
  - state population (See #1 above).
- 4. Funding availability
  - 1 yr. for a state or territory to obligate each year's apportionment into a grant
  - funds available until grant end date
- 5. Purpose:
  - enhance hunter education programs, hunter and sporting firearms programs, and hunter development programs;
  - enhance interstate coordination and development of hunter education programs
  - enhance bow hunter and archery education, safety, and development programs
  - enhance or develop shooting or archery ranges

P.L.106 .580, Dec.29,2000 ]

## If/Then Situations (or, "How Do Section 4c and Section 10 funds relate to each other?")

- 1. IF a State obligates both Section 4c and Section 10 for hunter education related activities, THEN they are eligible for reverted Section 10 funds at the end of the year. (See NOTE #1 for explanation of reverted funds)
- 2. IF a State obligates ALL Section 4c funds for hunter education, THEN they can use their Section 10 apportionment for other wildlife restoration activities, hunter education, or shooting range activities, and they are eligible for reverted funds.
- IF a State does not obligate all of their Section 4c funds for hunter education related activities, THEN they CAN ONLY use Section 10 funds for hunter education enhancement activities and they are not eligible for reverted funds.
- 4. IF a State uses Section 4c funds for wildlife restoration activities and they decide NOT to obligate all of the current year's Section 10 apportionment for hunter education enhancement activities, THEN the state will revert (lose) these un-obligated Section 10 funds and will not be eligible for reverted funds.
- 5. IF a State obligates but doesn't spend all of their current Section 10 funds before the grant ending date, THEN the remaining funds will revert.

#### Additional Notes on Section 10 Funds

- Section 10 funds not obligated in the current year are reapportioned in the following year to those States that have fully obligated their Section 4c funds on hunter education projects. These funds, called reverted funds, are reapportioned in the following year as additional regular Wildlife Restoration funds (as described in Section 4b of P-R Act).
- Reverted funds can only be used for wildlife restoration activities (as described in Section 4b of the P-R Act).
- States who received reverted Section 10 funds based upon their obligation of ALL Section 4c funds have a commitment to spend those Section 4c funds only for Hunter Education purposes. Recoveries (or originally obligated but unspent 4c funds) may not be re-obligated for wildlife restoration activities.

- To avoid loss of Section 10 funds, States should obligate all Section 10 funds on enhanced Hunter Education projects in the year they are apportioned.
- States can use both Section 4 and Section 10 funds in the same grant. However, the state must identify within the grant how each funding source is being used.

### Suggested Topics for Policies and Procedures Manual

Welcome, Introduction (director, program staff, program) Program Orientation

- History of Hunter Education in North America
- History of State Hunter Education Program
- North American Organization (Federal, Hunter Education Assoc. etc.)
- Pittman-Robertson Act (Federal Aid in Wildlife Restoration Flow Chart, etc.)
- State Organization (Department Flow Chart, Mission, Responsibilities, etc.)
- Hunter Education Program (History, Mandatory Status, Relationships, etc.)
- Requirements (Statutory, Regulatory, Departmental Policy, etc.)
- Instructor Program Structure (Volunteer, Teacher, Employees, etc.)
- Regional Structure (Field Locations and Considerations, etc.)
- Volunteer Management (Concepts Behind Promotion, Recruitment, etc.)

#### **Policies**

- Instructor Job Description, Procedures for Becoming an Instructor
- Instructor Application or Contract, School Agreement (teachers)
- Instructor Qualifications and Expectations
- Agency Role, Duties and Responsibilities
- Instructor Role, Rights and Responsibilities
- Risk Management Policies
- Insurance, Fee, and Incentive Structure and Policies
- Record-keeping, Communications, Training, and Recognition Policies
- Evaluation Procedures and Policies
- Student/Parent Agreements, Waivers, and Release Policies
- Firearm and Ammunition Policies, Authorizations and/or Requirements
- Field and Live-firing Policies
- Revocation of Certification Process, Falsification of Records Penalties
- · Resolutions of Conflicts, Litigation, or Mitigation Considerations

### **Procedures**

- Learning Process, Teaching Methodologies, Training Aids, and Equipment
- Audio/Visual and Equipment Loans and/or Distributions
- Public Speaking and Leadership Skills, Leading Discussions, Facilitation
- Field and Live-firing Procedures and Practices
- Recognition and Evaluation Techniques, Examination Techniques
- Assessing and Teaching Persons With Disabilities
- Course Preparation, Site Selection, and Planning
- Course Publicity, Advertisement, and Registration
- Classroom Preparation, Lesson Planning, and Checklists
- Core Curriculum, Recommended Schedules, Outlines
- Learning Objectives, Outcomes, and Activities (Basic Course)
- Learning Objectives, Outcomes, and Activities (Advanced Course)
- Follow Through, Form Completions, Mailings, and Distributions
- Home Correspondence, Continuing Education, or Alternate Delivery Systems

Instructor Exercises, Examinations and Reviews Appendices, Glossaries, and/or Reference Sections

### **Reporting and Administrative Forms**

HUNTER EDUCATION AN State:				
Grant #:	Segment:	Start Date:	Ending Date:	
Project Leader/Contact:				
Total Cost:	Federal Share	):	_ State Share:	-
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Do all your publications con	ılaın an approve	u equai opportu	nity statement?	

## WILDLIFE & SPORT FISH RESTORATION GRANT DOCUMENTATION CHECKLIST

State	Grant#
Grant Title	

### **Grant Proposal**

- Form 424
- Annual Statement of Assurances is current (date submitted)
- One or more Project Statements (narrative described in Federal Assistance Handbook, 522 FW 1.3C)
- Supporting documents (see Compliance Checklist and Federal Assistance Handbook, 522 FW 1.4)

Grant Agreement Package (This may be submitted with the Grant Proposal)

- Form 3-1552 (Identify third party funding, potential program income and describe in detail in-kind match)
- Schedule (list) of Funded Projects (if more than one Project is to be funded) including estimated costs by Program/Subprogram, Marine/Freshwater split
- Other Supporting Documents (see Compliance Checklist and pertinent Federal Assistance Handbook chapter(s), ie., Education, Research, Habitat Management, etc.)
- Lobbying prohibition Forms DI-1963 and SF-LLL are attached (see Federal Assistance Handbook 523 FW 1.18)

Development, Land Acquisition, or Boating Access Projects

- Appraisals and/or options for land purchases
- Contracts or agreements necessary for project completion
- Preliminary plans/working drawings for construction proposals.

Amendments to Grant Proposal (see Federal Assistance Handbook 522 FW 1.5)

- Form 424 (mark Revision box, item 8 and indicate type of change)
- Revised Project Statement(s) with explanation for change(s)
- Letter to Regional Director for change in key personnel

Amendments to Grant Agreement (see Federal Assistance Handbook 522 FW 1.8)

- Form 3-1591
- Copy of revised supporting documents
- Lobbying Certification Form(s)

# WILDLIFE & SPORT FISH RESTORATION COMPLIANCE CHECKLIST

State Grant# Title	
State Clearinghouse letter attached or proj (Date:	propriate State and local agencies ninants)) clearance attachedinformation included in narrative ) ched s impacts from project program atted
Reviewed by	Date

APPLICATION FOR FEDERAL ASSISTANCE 2. DATE SUBMITTED				Applicant Ider	Applicant Identifier			
1. TYPE OF SUBMISSION: Application	plication Pre-application				State Application Identifier			
Construction	☐ Construction ☐ Non-Construction	4. DATE RECEIVED BY	FEDERAL AGENCY	Federal Identi	fier			
■ Non-Construction  5. APPLICANT INFORMATIO			9404 1010 101 10100					
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Organizational DUNS:			Division:					
Address:			Name and telephor	ne number of pe	rson to be contacted on matte			
Street:			involving this appl Prefix:	First Name:	a code)			
city:			Middle Name	12				
County:			Last Name					
State:	Zip Code		Suffix:					
Country:			Email:					
E. EMPLOYER IDENTIFICAT	ION NUMBER (EIN):		Phone Number (give	area code)	Fax Number (give area code)			
TYPE OF APPLICATION:			7. TYPE OF APPLI	CANT: (See bac	k of form for Application Types)			
Revision, enter appropriate le See back of form for description	etter(s) in box(es)	n Revision	Other (specify)					
Other (specify)	_	-	9. NAME OF FEDE		r, Fish and Wildlife Service			
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# UNITED STATES DEPARTMENT OF THE INTERIOR Fish and Wildlife Service Division of Federal Aid

FISHEN
THE WATER
ORAL

State:	Grant No.:				
DCN (FWS Use Only)	Segment No.:				
Agreement Period					
From:	To:				

### **GRANT AGREEMENT**

GRANT TITLE:						Click	to calculate %
Grant Cost Distribution:	Grantee Share	%	Federal Share	%	Third Party	%	Total Cost
TOTAL COST							
TOTAL COST OTHER GRANT PROVISIONS:							
In-Kind Match Used? Yes O No C Describe:  Estimated Program Income: \$	me: Additive %			nd rogulation	os of the Secretary of th	o Interior conv	tained in the Code of
Federal Regulations, and the previously approve	d Grant Proposal to the ex	tent encon	npassed by this Agreeme	ent.	287	e interior con	tailled in the code of
GRANTEE (Name and Address):				Signat	ure.		
				Title:			
				Date:			
SPECIAL GRANT CONDITIONS	FWS Use Only):						
	APPROVED FOR	THE S	ECRETARY OF 1	THE INT	ERIOR		
Signature:			Title:				Date:

Form 3 - 1552 (Revised December 2003)



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OMB Approval No. 1018 - 0049 Approval Expires 12/31/2006





# UNITED STATES DEPARTMENT OF THE INTERIOR Fish and Wildlife Service Division of Federal Aid



State:	Grant No:	Segment No:
DCN (FWS use only)	Amendment No	): ::

### AMENDMENT TO GRANT AGREEMENT

DCN (FWS use only)	Amendment No.:				
Agreement Period					
From:	To:				

The above stated Grant Agreement is an Grant Proposal, and any amendments th	nended as set forth below ereto shall remain in force	w. The poe.	earties agree that all o	other terms	and conditions as se	et forth in th	e Agreement, the
PURPOSE OF AMENDMENT:  Extend Agreement Period To: Other: Describe reason for amendment:					Grant Cost (see bel Percentage (see be		
REVISION OF GRANT COST:	Grantee Share	%	Federal Share	%	Third Party	%	Total Cost
REVISED TOTAL COST							
RANTEE (Name and Address):				Signa	ature:	CII	ick to calculate
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(Revised December 2003)

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Approval Expires 12/31/2006

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### Sample Hunter Education Volunteer Report Form

POR OFFICE USE ONLY  MATERIAL Requested By:  Date Requested By:  Malerial Requested By:  Maderial Requested By:  Material Requested By:  Material Requested Student Manuals Student Class:  Student Class Cards Student Tests  Test Keys Patches Other  FOR OFFICE USE ONLY  Marerial Requested By:  Class Date Soldent Registration Cards Student Tests  Test Keys Patches Other  FOR OFFICE USE ONLY  Marerial Requested By:  Class Date Soldent Registration Cards Student Tests  Test Keys Patches Other	Operating a snowmobile Other (be specific) Setting Iraps The folkowing information is required under the Civil Rights Act of 1964, Title VI, and was obtained by Visual Observation only. The number of minority students in this class is estimated to be: Black American Indian Asian Hispanic	d this co no practical (chec	Monitored Assisted laught Student Teachers Pending Certification	n#yes	# Students Passing # Students Passing # Students Failing # Students Dropped Total Number Students Assigned Master Instructor	Address: City: Zip:	Location where class conducted:	SAFETY EDUCAT
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### Federal Assistance Logos-Guidelines For Use

The Federal Assistance logos (there are four of them) are included in the Federal Assistance Toolkit. Three files titled FALOGOA.PCX, FALOGOB.PCX, and FALOGOC.PCX are compressed in the file FALOGOS.EXE. Set your browser to "load to disk mode" and click on the file name to download the logos now.

The logos can be imported into any word-processing or desktop publishing program which will import .pcx files.

Please observe the following guidelines when you use the logos. General Guidelines for Graphic Reproduction of the Federal Aid in Wildlife Restoration Symbols, U.S. Department of the Interior, Fish and Wildlife Service

The following legally established symbols of the U.S. Fish and Wildlife Service are intended for use by manufacturers and merchandisers to indicate those products taxed under the respective programs and by States to identify projects to which the tax receipts have been applied.

These symbols may be used only with written consent, and only according to these guidelines.

Each symbol (labeled A, B, C, and D) may be used in either of 2 formats. Format 1 is preferred but format 2 is acceptable when it will be used in a smaller size or when reduced verbiage is desired.

### Federal Aid in Wildlife Restoration Symbols

Businesses associated with the manufacture or sale of rifles, shotguns, pistols, revolvers, bows, arrows, archery accessories, shotshells, cartridges, and other items that contribute excise taxes used to fund the Federal Aid in Wildlife Restoration Program may use the following symbols:





### Symbol Colors

Considerable flexibility is authorized in the use of colors. The preferred colors are described in Option 1 but the less desired Option 2 or 3 may be used when necessary or to reduce costs. No attempt should be made to match these Pantone Matching System (PMS) colors with combinations of screened process colors.

Option 1: The following PMS colors printed 100% on a white background are preferred: Symbol A1 and A2 - PMS 174; Symbols B1 and B2 - PMS348; Symbol C1 and C2 - PMS581; Symbols D1 and D2 - PMS348.

Option 2: When four-color process printing is used, the symbol should be printed in 100% black on a white background.

Option 3: When it is not possible to follow the specifications of Options 1 or 2, the symbol may be printed in any 100% solid dark color on a contrasting light background.

### Symbol Reproduction

The Following Rules Govern the Graphic Reproduction of the Symbols:

- The symbols should always be used in association with the text as shown on the artwork.
- The size and position relationship of the elements of each symbol, including the text, should not be changed in any way.
- No portion of the symbol should be obscured by overprinting.
- The symbol should not be placed where it will be split by unlike backgrounds.
- The symbol should not be placed on a background that is highly textured or patterned.
- The symbols must be used in a positive form reversing out of a dark background is not acceptable.

### For more information:

To obtain reproduction-quality artwork of symbols or to ask questions relating to use of the symbols, contact:

Your Regional Federal Assistance Office or the Division of Federal Assistance, U.S. Fish and Wildlife Service, Department of the Interior, Washington, D.C. 20240. Telephone number (703) 358-2156.