U.S. Fish and Wildlife Service, Region 6, Mountain-Prairie Region

Outline for a Bird and Bat Conservation Strategy: Wind Energy Projects

A Bird and Bat Conservation Strategy (BBCS) is a life-of-a-project framework for identifying and implementing actions to conserve birds and bats during wind energy project planning, construction, operation, maintenance, and decommissioning. It is the responsibility of wind energy project developers and operators to effectively assess project-related impacts to birds, bats and their habitats, and to work to avoid and minimize those impacts.

A wind project BBCS should be updated regularly as new information, including monitoring of project impacts and technical advancements, becomes available. A BBCS is a strategy for assessing impacts, avoiding/minimizing impacts, guiding current actions, and planning future impact assessments and actions to conserve birds and bats. It provides reference to project history and previous impact assessments and actions. A BBCS contains the studies, analyses, and reasoning leading to project-specific decisions and implementation of actions. The 2012 U.S. Fish and Wildlife Service (USFWS) Land-Based Wind Energy Guidelines (WEG) provides comprehensive guidance on the process for addressing bird and bat conservation at all stages of wind energy development.

Decisions made through the BBCS framework include determining if there is a need to develop other bird and bat conservation plans such as an Eagle Conservation Plan (2013 USFWS Eagle Conservation Plan Guidance) or Habitat Conservation Plan (Endangered Species Act, section 10(a)(1)(B). Specific surveys needed to support those plans may be most effectively conducted in tandem with surveys to develop the BBCS.

Wind energy projects currently in operation which have not been planned, developed, or operated following a BBCS framework, will, at a minimum, need to supplement assessments of impacts to birds and bats with Post-Construction Assessments and Adaptive Management Studies, working closely with the USFWS.

The following outline is provided by USFWS Region 6 as a guide for developing and organizing a BBCS.

Outline

I. Statement of Purpose
Identify how the BBCS functions as a strategy to address bird and bat conservation during all project phases.

II. Regulatory Framework

A. Fish and Wildlife Laws, Regulations, and Policies
Include the language provided and do not reference USFWS law enforcement or prosecutorial discretion in the BBCS.

1. Migratory Bird Treaty Act (MBTA)
The MBTA is the cornerstone of migratory bird conservation and protection in the United States. The MBTA implements four treaties that provide for international protection of migratory birds. It is a strict liability statute, meaning that proof of intent, knowledge, or negligence is not an element of an MBTA violation. The statute's language is clear that actions resulting in a "taking" or possession (permanent or temporary) of a protected species, in the absence of a USFWS permit or regulatory authorization, are a violation. The MBTA states, "Unless and except as permitted by regulations ... it shall be unlawful at any time, by any means or in any manner, to pursue, hunt, take, capture, kill ... possess, offer for sale, sell ... purchase ... ship, export, import ...transport or cause to be transported... any migratory bird, any part, nest, or eggs of any such bird ..." 16 U.S.C. 703. The word "take" is defined by regulation as "to pursue, hunt, shoot, wound, kill, trap, capture, or collect, or attempt to pursue, hunt, shoot, wound, kill, trap, capture, or collect" 50 CFR 10.12. The USFWS maintains a list of all species protected by the MBTA at 50 CFR 10.13. This list includes over one thousand species of migratory birds, including eagles and other raptors, waterfowl, shorebirds, seabirds, wading birds, and passerines.

2. Bald and Golden Eagle Protection Act (Eagle Act)
Under authority of the Eagle Act, 16 U.S.C. 668–668d, bald eagles and golden eagles are afforded additional legal protection. The Eagle Act prohibits the take, sale, purchase, barter, offer of sale, purchase, or barter, transport, export or import, at any time or in any manner of any bald or golden eagle, alive or dead, or any part, nest, or egg thereof, 16 U.S.C. 668. The Eagle Act also defines take to include "pursue, shoot, shoot at, poison, wound, kill, capture, trap, collect, molest, or disturb," 16 U.S.C. 668c, and includes criminal and civil penalties for violating the statute. See 16 U.S.C. 668. The term "disturb" is defined as agitating or bothering an eagle to a degree that causes, or is likely to cause, injury to an eagle, or either a decrease in productivity or nest abandonment by substantially interfering with normal breeding, feeding, or sheltering behavior, 50 CFR 22.3.

3. Endangered Species Act (ESA)
The ESA directs the USFWS to identify and protect endangered and threatened species and their critical habitat, and to provide a means to conserve their ecosystems. Among its other provisions, the ESA requires the USFWS to assess civil and criminal penalties for violations of the Act or its regulations. Section 9 of the ESA prohibits take of federally-listed species. Take is defined as "harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or attempt to engage in any such conduct" 16 U.S.C. 1532. The term "harm" includes significant habitat alteration which kills or injures fish or wildlife by significantly impairing essential behavioral patterns, including breeding, feeding, or sheltering, 50 CFR 17.3. Projects involving Federal lands, funding or authorizations will require consultation between the Federal agency and the USFWS, pursuant to section 7 of the ESA. Projects without a

Federal nexus should work directly with USFWS to avoid adversely impacting listed species and their critical habitats.

B. Other Federal, State, County, Local and Tribal Laws, Regulations, and Policies

III. Project Description
Provide descriptions and maps of all project elements (e.g., roads, power lines, met towers) during all phases of pre-construction, construction, operation, maintenance, and decommissioning. Describe and provide maps of the project impact area (inside and outside project area boundary) where the project may potentially impact birds, bats and their habitats..

IV. Project History of Bird and Bat Presence, and Risk Assessments

A. Preliminary Site Evaluation (WEG Tier 1)

1. Site Description
Describe proposed wind energy site(s) within the broader geographic landscape of bird and bat distribution, use, and habitats.

2. Decision to Abandon Site(s) or Select Site(s) for Additional Assessments in WEG Tier 2
Describe evaluations of sites by answering questions in WEG Tier 1, Chapter 2: (1) Are species or habitats of concern present? (2) Does the landscape contain areas precluded by law or areas that are designated as sensitive? (3) Are there critical areas of wildlife congregation? (4) Is there potential to fragment large intact habitats for species that are sensitive to habitat fragmentation? Based on the answers to these questions, describe the decision to abandon sites or identify project modifications to effectively avoid and minimize potential adverse impacts.

B. Site-specific Characterization and Decisions (WEG Tier 2)
Continue landscape-scale assessments and include site reconnaissance evaluations.

1. Site Description
Provide additional site information obtained through more detailed Tier 2 assessment.

2. Evaluation and Decisions

(a) Abandon Site or Advance to Field Surveys to Support a BBCS
Describe evaluations of sites by answering the four questions from WEG Tier 1, plus questions from WEG Tier 2, Chapter 3: (5) Are plant communities or vegetation habitats of conservation concern present? (6) What species of birds and bats are likely to use the proposed site? (7) Is there potential for significant adverse impacts to those species? If there is a high probability of significant adverse impacts that cannot be avoided or minimized, the site should be abandoned.

(b) Determine Need for Other Bird or Bat Conservation Plans
Describe determination of need, and reference field surveys, for an Eagle Conservation Plan) or Habitat Conservation Plan.

C. Field Studies to Document Wildlife and Habitat, and Predict Project Impacts (WEG Tier 3)
Describe the goals, methods, results, analyses and conclusions of field studies, and include maps to assess the presence of, and project risks to, birds and bats and their habitats. Describe potential project impacts by answering the seven questions from WEG Tier 1 and Tier 2, plus questions

from WEG Tier 3, Chapter 4: (8) What are the distributions, abundance, behaviors and site-use of birds and bats, and what project elements expose these species to risk? (9) What are the potential risks to individuals and local populations of birds and bats and their habitats? (10) How can impacts to birds and bats be avoided and minimized? (11) What studies should be initiated and continued post-construction to evaluate predictions of impacts to birds and bats? Describe the level of scientific rigor of studies, and coordination and sharing of data with USFWS field offices.

1. Bird and Bat Status Assessments
   Describe how assessment studies were of sufficient duration and intensity to ensure adequate data were collected to accurately characterize bird and bat use of the area.

   (a) Bird and Bat Species Presence
   (i) Species Presence by Season
   (ii) Species of Concern (WEG, p. 63)
   (iii) Species of Habitat Fragmentation Concern (WEG, p. 63)

   (b) Bird and Bat Habitats
   Describe, quantify, and map.

   (c) Bird and Bat Use Patterns
   Describe, quantify and map survey data (e.g., from point counts, acoustic surveys, and migration surveys).

   (d) Baseline (Pre-construction) Habitat Management
   Describe the management of habitat at the proposed site prior to construction.

2. Bird and Bat Risk Assessment and Decisions Based on Assessments
   Describe assessment methods and assumptions.

   (a) Project Risk Assessment

   (i) Direct Impacts:
   Describe direct project impacts on birds and bats (e.g., wind turbine collisions, powerline electrocutions and collisions, vehicle collisions, barotrauma, disturbance, displacement, behavioral changes, and habitat loss, degradation and fragmentation).

   (ii) Indirect Impacts
   Describe indirect project impacts on birds and bats (e.g., loss of population vigor, attraction to modified habitats, and increased exposure to predation).

   (iii) Cumulative Impacts

   (b) Risk Assessment Decisions

   (i) Decision Criteria to either Abandon Site or Advance Project

   (ii) Decision of Need for Other Bird and Bat Conservation Plans
   Describe decision to develop other plans such an Eagle Conservation Plan, Habitat Conservation Plan, Candidate Conservation Plan with Assurances, or a plan to address state-managed species.

V. Conservation Measures to Avoid and Minimize Adverse Impacts (during project construction, operation, maintenance, and decommissioning)
Describe conservation measures and when and how each measure will be applied. Some measures will apply to all project phases, but other measures will only apply to specific phases of the project (e.g., construction versus operation). See WEG Chapter 7 for examples. While the following topics in the outline should all be included, the organization of this section may be modified (e.g., conservation measures may be organized by project phase, project elements, or category of conservation action).

A. Measures to Avoid/Minimize Direct Impacts

1. Fatalities

2. Disturbance/Displacement/Behavioral Changes

(a) Nest/Roost/Hibernacula Management
Describe how impacts to nests and nesting attempts will be avoided or minimized during all phases of the project. For example, constructing outside the breeding season or using nest buffers may be appropriate during construction, but measures to discourage or prevent birds from nesting in a sub-station may be needed during operation.

(b) Management of Other Habitat-use Areas (e.g., Foraging Areas)

3. Habitat Loss/Degradation/Fragmentation

B. Measures to Avoid/Minimize Indirect Impacts
For example, address measures to avoid loss of population vigor and increased exposure to predation.

C. Measures to Offset and/or Compensate for Habitat-Related Impacts

D. Measures to Avoid and Minimize Other Identified Project-Specific Risks

VI. Post-construction Studies to Estimate Impacts (WEG Tier 4)
Provide assessments of ongoing project risks to birds and bats and the effectiveness of conservation measures. Describe study methods and the level of survey effort (i.e., how many of each survey type was conducted, over what time period and seasons, and location and geographic coverage).

A. Carcass Surveys

B. Nest/Roost/Hibernacula Surveys

C. Habitat Surveys

D. Other Surveys
A need for surveys, such as point counts, acoustic surveys, mist net surveys, may be identified through measuring project impacts.

VII. Other Post-construction Studies and Adaptive Management (WEG Tier 5)
Describe adaptive management studies which may (1) be planned during development of the BBCS via measuring impacts during post-construction and the discovery that conservation measures are not adequate to avoid and minimize impacts, or may (2) address unplanned or unforeseen impacts. Describe the actions taken during the following steps.

A. Evaluate need for action (1) based on assessing effectiveness of conservation measures through post-construction monitoring of impacts, or (2) as determined by unforeseen impacts or circumstances.

B. Identify potential technical/operational option(s) to avoid and minimize impacts (e.g., via scientific literature or industry innovation).

C. Present technical/operational option(s) to agency/authority for review to determine if it merits field testing or application. If, after review, field testing or application is not merited, go to step B. If field testing or application is merited, go to step D.

D. Field test or apply technical/operational option(s), with agency/authority concurrence of methods, in settings which will not increase adverse impacts to birds and bats nor will result in impacts exceeding those allowable in permits or other project-related plans.

E. Evaluate and report effectiveness of technical/operational option(s) with review by agency/authority. If ineffective, go to step B. If effective go to step F.

F. Apply effective avoidance and minimization measures.

G. Monitor effectiveness (update post-construction monitoring in BBCS, if necessary, with agency/authority review).

H. Update BBCS Section on Conservation Measures, return to step A to evaluate need for further action.

VIII. Project Permits Addressing Birds and Bats
Identify need for permits. For example, migratory bird permits would be required for active nest relocation, temporary possession, depredation, salvage/disposal, and scientific collection.

A. Bird and Bat Permits
Identify permits needed for project construction, operation, and/or maintenance.

B. Agency and Process for Permit Issuance
Identify the responsive agency and processes to apply for and comply with permits.

IX. Reporting Formats and Schedule
Describe formats and schedule for reporting data and study results to responsive agencies.

A. Preconstruction Survey Data

B. Operation/Post-construction Monitoring

C. Adaptive Management

D. Permits

X. Personnel Training
Describe process and curriculum for providing personnel and contractors with education about wildlife laws; processes to follow upon finding injured birds, bats or carcasses; and actions they can take to avoid impacts to birds and bats.

XI. Contacts/Key Resources

A. List of Contacts and Key Resources

B. Coordination Processes
Who/when/where a company should initiate contact and under what circumstances.

XII. References and Literature Cited

XIII. Appendices

A. Baseline Survey Reports

B. Post Construction Reports

1. Carcass Monitoring
2. Nest/Roost/Hibernacula Surveys
3. Habitat Surveys
4. Other Surveys: For example, point counts, acoustic surveys, mist net surveys

C. Adaptive Management Studies

D. Other Plans Guiding Bird and Bat Conservation (e.g., ECP)

E. Permits Related to Birds and Bats