



**DEPARTMENT OF THE ARMY**  
CORPS OF ENGINEERS, PORTLAND DISTRICT  
NORTH BEND FIELD OFFICE  
2201 N. BROADWAY, SUITE C  
NORTH BEND, OREGON 97459-2372

March 20, 2015

REPLY TO:

ATTENTION OF:

Operations Division  
Regulatory Branch  
Corps No. NWP-2012-441

Mr. Bob Braddock  
Jordan Cove Energy Project L.P.  
125 Central Avenue, Suite 380  
Coos Bay, Oregon 97420

Dear Mr. Braddock:

This letter concerns the U.S. Army Corps of Engineers (Corps) review of the Jordan Cove Energy Project's (JCEP) request for Department of Army (DA) authorization to construct a liquefied natural gas (LNG) export terminal and associated natural gas pipeline near North Bend, Oregon. The LNG facility includes a marine slip and access channel, power plant, worker's camp, and appurtenant features including permanent and temporary roadways. The natural gas pipeline crosses through Coos, Douglas, Jackson and Klamath Counties. The project (Project) has been assigned Corps No. NWP-2012-441. Please refer to this number in all future correspondence.

The Corps circulated a 60-day public notice describing the Project on November 14, 2014. The Corps received comments from multiple parties in response to the notice. The comments are provided electronically on the enclosed compact disc for your review (Enclosure 1).

The Corps' decision to issue the permit, issue with conditions, or deny the request will be based upon an evaluation of the probable impacts of the project, including cumulative impacts of the proposal, and the project's intended use on the public interest. During this review the proposed project benefits which may reasonably be expected to accrue from the proposal will be balanced against the reasonably foreseeable detriments of the proposal. The purpose of this letter is to advise you of the issues most relevant to our review and afford you an opportunity to provide your perspective regarding those issues.

In the application package provided you direct the Corps to Resource Reports you have filed with the Federal Energy Regulatory Commission (FERC). Resource Report 1 outlines the project is a market-driven response to the availability of burgeoning and abundant natural gas supplies in the U.S. and Canada and rising and robust international demand for natural gas. Furthermore, the project purpose is stated as the

development of a LNG export terminal on the U.S. Pacific Coast whereby natural gas derived from Western Canadian and U.S. Northern Rocky Mountain supply basin areas can be liquefied and loaded on ocean-going LNG carriers for delivery to Asian and non-coterminous U.S. Pacific markets.

The stated need for the project is to link gas producers with excess supplies in U.S. and Canadian supply basins, through existing pipeline systems near Malin, Oregon, to national and international markets for sale. In the application package provided, the Pacific Connector Gas Pipeline's (PCGP) stated need is to supply approximately 1.02 Bcf/d of natural gas to the JCEP LNG export terminal.

We appreciate your recent clarification regarding the purpose and need of the proposed project as specific to LNG use only. JCEP had previously defined the project design concept of the proposed slip and associated access channel as a multi-use marine slip and access channel which allows consolidation of Oregon International Port of Coos Bay (Port) and JCEP development at a single slip in the lower portion of Coos Bay. Such flexibility would allow for use of the LNG terminal and potential future development by the Port (reference JCEP Resource Report 10, Section 10.5.1). According to JCEP's February 23, 2015, memorandum the design and use of the proposed slip and access channel are exclusively for the proposed LNG export facility and do not include, nor are they designed for, any other use than marine LNG export. If our interpretation of the project purpose and need is incorrect please advise us.

The Corps uses the "overall project purpose," to identify practicable alternatives to the proposed action and in the evaluation of those alternatives for compliance with the U.S. Environmental Protection Agency's (USEPA) Section 404(b)(1) Guidelines (Guidelines). The overall project purpose must be specific enough to define the need for and the geographic area of consideration for the proposed project, but not so restrictive as to preclude all discussion of off-site alternatives. The project purpose defines the range and character of the potential alternatives considered. It is the Corps' responsibility to define the overall project purpose with consideration of the applicant's stated purpose.

For activities involving 404 discharges, a permit will be denied if the associated discharge does not comply with the Guidelines. The Guidelines are binding regulations and provide the substantive environmental standards by which all Section 404 permit applications are evaluated. The Guidelines specifically require that "no discharge of dredged or fill material shall be permitted if there is a practicable alternative to the proposed discharge which would have less adverse impact on the aquatic ecosystem, so long as the alternative does not have other significant adverse effects." The burden of proving no practicable alternative exists is the sole responsibility of the applicant.

The alternatives analysis provided in the permit application with reference to the Resource Reports, and in the FERC's draft Environmental Impact Statement (EIS) contain insufficient information for the Corps' evaluation of practicable alternatives.

JCEP utilized four evaluation criteria to screen viable alternatives. The four evaluation criteria are listed below:

- Develop an LNG terminal facility on the U.S. Pacific Coast where natural gas from supply basins in Western Canada and the Northern Rockies in the U.S. can be delivered through new or existing natural gas pipeline system infrastructure, liquefied, and loaded onto LNG carriers for delivery to Asian and non-coterminous U.S. Pacific markets;
- Use a port location with a suitable and maintained depth for deep draft vessels;
- Use a port location with sufficiently sized developable land that meets the requirements for an LNG terminal facility; and
- Use a site location in a port that is consistent with existing industrial land uses, meets all applicable regulations, accommodates industry standard LNG carriers and minimizes community and environmental impacts.

The basis, measure and/or application of several of the criteria listed above is unclear. For example, in evaluating specific alternative locations you identify the minimum channel depth as -36-feet Mean Lower Low Water (MLLW). Please confirm if this is the minimum channel depth required to fulfill the project purpose. Similarly, the current U.S. Coast Guard Water Suitability Report, limits LNG vessels utilizing the Coos Bay channel to 148,000m<sup>3</sup> in capacity. Please clarify if your site selection criteria or applicant-preferred site location would require future modification of the Coos Bay Federal Navigation Channel or modification to the existing Coos Bay jetty system to accommodate LNG vessels capable of transporting LNG quantities larger than 148,000<sup>3</sup> capacity.

We found you had applied additional criteria in the evaluation of potential alternative sites and note the following additional criteria were used to evaluate alternative sites:

- Interconnection of the terminal by pipeline to existing FERC or California Public Utilities Commission regulated natural gas transmission systems in the Pacific Northwest and Northern California;
- Avoidance of high population density areas and LNG terminal siting and routing near areas of population density;
- Elimination of port locations with vessel transit navigation restrictions such as shoaling, swift currents, bridges, power lines, existing high levels of ship traffic, and other berths;

- Limiting LNG vessel transit distance;
- Compatibility with existing port users, to include existing deep draft vessel traffic;
- Minimizing impacts on the recreational and commercial fishing industries;
- Land ownership entirely controlled by private industrial land owners of sufficient size to site an LNG terminal;

For any alternative you cannot eliminate based upon consistency with the four primary criteria identified above, which is not practicable, or which would result in greater aquatic resource impacts, you will need to provide a detailed comparative analysis of the direct, secondary, and cumulative environmental impacts associated with the construction of a LNG export facility at each of those locations. If you relied on other criteria to reject potential alternatives please revise your selection criteria accordingly.

If you are able to demonstrate that development of the LNG export facility at another site is not practicable, would not fulfill the overall project purpose, and/or would not have less adverse impact on the aquatic environment, you will need to demonstrate other site configurations and designs which would reduce aquatic resource impacts are also not practicable.

Several of the proposed project components are expected to result in adverse effects to aquatic resources such as the destruction or alteration of freshwater and estuarine wetland environments, destruction of tidal mudflats, destruction of vegetated shallows, and alteration of riffle and pool complexes, and are not water-dependent. A use is not water dependant if it does not require location in a special aquatic site to fulfill its basic project purpose. The Guidelines state practicable alternatives that do not involve the discharge of dredged or fill material into special aquatic sites are presumed to be available unless clearly demonstrated otherwise. The term *practicable* means available and capable of being undertaken after taking into consideration cost, existing technology, and logistics in light of overall project purposes. Special aquatic sites as defined by Guidelines include sanctuaries and refuges, wetlands, mudflats, vegetated shallows, coral reefs, and riffle and pool complexes.

Primary project components which do not appear to be water-dependent in design and which do not require siting in special aquatic sites to achieve the basic project purpose include:

- a LNG export facility, including an access channel and marine slip which results in the destruction of vegetated shallows and tidally-influenced mudflats;
-

- the proposed 232-mile length natural gas pipeline which results in the alteration of freshwater wetland and estuarine wetland environments, alteration of tidal mudflats, alteration of riffle and pool complexes, and the destruction of vegetated shallows;
- a utility corridor, approximately one-mile long and 150-foot wide, between the LNG terminal and the South Dunes Power Plant (SDPP) which includes an access road within, and adversely affects freshwater wetland environments;
- the SDPP, which results in the destruction of freshwater and estuarine wetland environments, tidally-influenced mudflats, and vegetated shallows;
- the Southern Oregon Regional Safety Center facility which results in the destruction of freshwater wetland environments;

Potential alternatives to the proposed slip, access channel, and LNG berth include a trestle-supported LNG loading facility, offshore LNG platform, or a shore-side dock and berthing facility to moor LNG vessels constructed parallel to the existing bankline. Please explain why these alternatives or other potential alternatives are not practicable or would not accomplish the overall project purpose.

Potential alternatives to the proposed pipeline route include co-location with the existing Coos County natural gas pipeline, utilizing existing right of ways or upland routes, or utilizing a pipeline route which follows the northern boundary of Haynes Inlet and Coos Bay rather than directly within Haynes Inlet. Please explain why these alternatives or other potential alternatives are not practicable or would not accomplish the overall project purpose.

We've advised the FERC the analysis of impacts to the aquatic environment contained in the draft EIS does not sufficiently address the impacts the potential short-term or long-term effects of the proposed action on the physical, chemical, and biological components of the aquatic environment. This analysis needs to consider the factors critical to our evaluation to support a finding the project is consistent with the Guidelines. The factual determinations required by the Guidelines are used in 40 CFR 230.12 in making findings of compliance or non-compliance with the restrictions on discharges found in 40 CFR 230.10. The substantive criteria for evaluating the effects of each of these specific factors are found in 40 CFR 230.11.

The Corps questions whether the wetland and waterbody crossing and mitigation procedures defined in the Draft EIS and the application package are adequately protective of the aquatic environment and will ensure impacts to aquatic resources are

avoided, adequately minimized, and/or restored. FERC's "Wetland and Waterbody Crossing and Mitigation Procedures" (Procedures) provide only a general framework for reducing aquatic resource impacts during project planning and construction. The application of these protocols to identify a preferred route is not sufficient to demonstrate compliance with the Guidelines. The Procedures do not require identification or consideration of alternate pipeline routes which have less impact on the aquatic environment.

The crossing techniques and construction measures provided in the Procedures do not provide adequate protection for minimizing impacts to aquatic resources or adequate site restoration. A basic concern is the standard for measuring the channel width. The FERC Procedures are based on wetted widths of the waterbody at the time of proposed crossing rather than ordinary high water mark of the waterbody. As such, site-specific wetland or waterbody crossing details are required only at major waterbody crossings defined as a 100-foot wetted width during the time of crossing. Additionally, a major omission of the FERC procedures is the lack of the need to provide for contingency plans for any proposed crossing other than where horizontal directional drilling (HDD) is proposed to be utilized.

To assist the Corps in assessing the potential project related impacts, including the identification of all discharges of dredged or fill material which may result from the project, please provide the following information:

- A wetland and waterbody crossing contingency plan for proposed HDD, conventional bore, and direct pipe crossings within wetlands or waterbodies. For example, if the Rogue River HDD crossing method fails, what contingency crossing method would be implemented? The Corps must understand how problematic or unforeseen situations may be resolved at these specific wetland and waterbody crossing locations if difficulties are encountered during the construction process;
- A complete and accurate set of maps depicting where roadways currently exist, where roadways are proposed to be constructed, and where roadways are proposed to be expanded or otherwise modified for the construction of the proposed pipeline. Clarify if culvert replacements or roadway improvements to facilitate construction of the project will result in the discharge of dredged or fill material within a water of the U.S.;
- Clarify whether push-up dams or fill are required to be placed in any aquatic resource to facilitate ponding of water required for water withdrawal in relation to proposed pipeline hydrostatic testing procedures;

- Clarify where excess material dredged from the proposed Haynes Inlet crossing or other aquatic resource crossings will be placed. The placement of a 36-inch diameter pipeline will likely result in the displacement of a substantial amount of excess dredged material resulting from the proposed 2.4-mile Haynes Inlet pipeline crossing;
- Clarify if turbidity curtains will be utilized for the Haynes Inlet crossing or if vessels conducting the pipeline trenching will ground on the tidal mudflats of Haynes Inlet during this proposed construction process. Clarify how you will effectively control or manage turbidity associated with trenching this segment of pipeline within Haynes Inlet.

The Portland Sediment Evaluation Team (PSET) is currently reviewing the various project components to determine suitability of, or further data requirements pertaining to, in-water disposal or beneficial reuse of dredged or fill materials under the 2009 Pacific Northwest Sediment Evaluation Framework (SEF). Some project sites have previously undergone sediment evaluation whereas some project sites may require further sediment characterization. The Corps appreciates JCEP's involvement with the PSET to date to evaluate the need to characterize sediment quality pursuant to the 2009 SEF. Depending on the alternative identified in the final EIS, or ongoing project siting location changes, further sediment testing may be required. The Corps will coordinate directly with JCEP and PCGP regarding any need for future sediment testing and evaluation at the various project sites.

JCEP has stated all dredged material resulting from the initial construction of the facility will be placed upland with no material being transported or disposed at Coos Bay Ocean Dredged Material Disposal Sites (ODMDS) or other in-water disposal site(s). JCEP estimates they will need to dredge approximately 36,000 cubic yards (cy) of material annually during the first ten years of site operation for an estimated ten-year total of 360,000 cy. Maintenance dredging volumes are expected to reduce to approximately 330,000 cy in the second decade of operation. Please identify all intended or proposed dredged material disposal sites to be used for future maintenance dredging activities. It is unclear whether the existing ODMDS sites can accommodate the volume of material proposed for disposal.

An authorization under Section 103 of the Marine Protection, Research and Sanctuaries Act (MPRSA) from the Corps and authorization from the USEPA under Section 102 of the MPRSA would be required if you intend to use one of the designated ODMDS sites for your future maintenance dredging disposal. In their comments to the Corps' public notice, USEPA identified the criteria or standards related to the use of ODMDS Site F or Site H (Enclosure 2). USEPA outlined use of ODMDS Site F or H is

primarily driven by grain size of the material to be disposed. Unconfined in-water placement of dredged material is also driven through an evaluation of the dredged material via the PSET under the 2009 Pacific Northwest SEF. Future proposed disposal of dredged sediments at ODMS sites may warrant and require study and analysis of ODMS site parameters to ensure protection of environmental factors and/or to accommodate the amount of material forecasted to be discharged at those sites. Such studies and a site capacity assessment will need to be undertaken with the appropriate agencies.

If JCEP is able to overcome the presumption of practicable alternatives to your proposal that would avoid or minimize the project impacts, you will be required to provide compensatory mitigation for the remaining impacts. A Compensatory Mitigation Plan must replace the lost aquatic functions and values, and contain detailed information regarding grading and planting, maintenance and monitoring schedules, success criteria, and a contingency plan.

Typical plans include a five-year monitoring period with three years of maintenance to ensure success criteria can be established. Moreover, a contingency plan will be required for the mitigation plan in the case that success criteria are not met. More information on the mitigation requirements can be found on our website: <http://www.nwp.usace.army.mil/regulatory/home.asp> click on "Mitigation & monitoring" under "Permit documents & information." Please ensure all mitigation plans explain how the mitigative action will replace lost aquatic functions and values and are consistent with the required components of the 2008 compensatory wetland mitigation rule which can be accessed at the following web address: [http://water.epa.gov/lawsregs/guidance/wetlands/upload/2008\\_04\\_10\\_wetlands\\_wetlands\\_mitigation\\_final\\_rule\\_4\\_10\\_08.pdf](http://water.epa.gov/lawsregs/guidance/wetlands/upload/2008_04_10_wetlands_wetlands_mitigation_final_rule_4_10_08.pdf)

The proposed eelgrass mitigation site is located adjacent to the Southwest Oregon Regional Airport (SORA). The Corps has signed a Memorandum of Agreement (MOA) with the Federal Aviation Administration (FAA), regarding siting restrictions to reduce or eliminate aircraft-wildlife strikes during airport operations. Compensatory mitigation siting should conform to the existing MOA. The associated advisory circular 150/5200-33 specifies siting criteria per airport type in Section 1-3 (Enclosure 3). The Corps anticipates JCEP will file the appropriate documentation to assist FERC, FAA, Corps, and SORA staff, to evaluate the potential to impact to airport operations or public safety.

The Corps understands the Kentuck Slough Mitigation Site mitigation plans are currently under revision. To assist us in evaluating whether the proposal will adequately replace lost environmental function and/or will not adversely affect property owners in the project vicinity you will need to provide an assessment of the proposed site modification effects upon ground water elevations, salinity values, and water wells within the project

vicinity. The assessment shall demonstrate the proposed physical changes as a result of the mitigation effort will not adversely affect adjacent or upstream or adjacent properties. Documentation to support the assessment shall incorporate upstream monitoring ground and water surface elevations including incorporation of both tidal and streamflow data, estimated site hydrologic capacity post-construction, routine projected storm or flow event interval effects on site capacity, and a projected water management plan for the mitigation site.

The assessment shall also include a discussion regarding how the proposed site modifications may impact existing mitigation sites within the proposed mitigation project area. For example, the mitigation site for Corps Action ID No. NWP-2005-754 is located on the southeast side of Kentuck Slough directly upstream of the East Bay Road bridge crossing over Kentuck Slough. Please clarify who will assume responsibility for the long-term steward of the mitigation site.

The project may impact a Corps federal project as defined at 33 U.S.C. Section 408. The Corps understand JCEP is coordinating the Section 408 review process Mr. Bill Abadie and Ms. Marci Johnson of the Corps Civil Works Planning Branch. Please ensure hard copies of correspondence conducted with those parties are sent directly to the Corps Regulatory Branch at the letterhead address outlined on this letter.

The Corps anticipates JCEP will continue to work with FERC and the other agencies to address all applicable laws and regulations. An understanding of JCEP's compliance with these laws and regulations will help inform our public interest review evaluation and determination.

Please review your construction plans to ensure any action that will result in a discharge of dredged or fill material within a water of the U.S. or work within, under or over a navigable water has been identified in the permit application materials.

Our final decision will be based on an analysis of the potential project impacts weighed against the reasonable expected benefits of the project, as well as an analysis of the availability of less environmentally damaging alternatives. The purpose of this letter is to summarize the substantive issues and give JCEP the opportunity to provide your views or information to help inform our decision. In your response, please provide us with your selection criteria and an alternatives analysis that consider the issues and concerns raised in this letter as well as responses to other requested clarification. If responses or information pertinent to any questions or issues raised in this letter are found in the previously submitted documentation please direct us to the correct location to obtain such information.

Please respond within 30 days of receipt of this letter. If you require more time to evaluate these concerns please notify us in writing at the letterhead address. In your response please identify a timeline for completing execution of the supplemental information requested.

If JCEP has any questions regarding the permit application or our review process, please contact me at the letterhead address, by telephone at (541) 756-2097, or email [Tyler.J.Krug@usace.army.mil](mailto:Tyler.J.Krug@usace.army.mil).

Sincerely,



Tyler J. Krug  
Team Leader, Eugene Permit Section  
Regulatory Branch

Enclosures

Copies Furnished:

Federal Energy Regulatory Commission (Friedman)  
U.S. Department of Energy (Talbert)  
U.S. Environmental Protection Agency (Nadeau/Kubo)  
U.S. Fish & Wildlife Service (Young/Thraillkill)  
U.S. Bureau of Land Management (Liberatore)  
U.S. Forest Service (Yamamoto)  
U.S. Coast Guard (Berg)  
U.S. Bureau of Reclamation (Haite)  
U.S. Department of Transportation (Hoidal)  
U.S. Army Corps of Engineers (Abadie)  
U.S. Army Corps of Engineers (Ott)  
U.S. Army Corps of Engineers (McMillan)  
U.S. Bureau of Ocean Energy Management (Thurston/Sanders)  
National Marine Fisheries Service (Phippen)  
Federal Aviation Administration (Morgan)  
Oregon Department of State Lands (Metz/Lobdell)  
Oregon Department of Environmental Quality (Camarata/Stine)  
Oregon Department of Land Conservation and Development (Wade)  
Oregon Department of Fish & Wildlife (Gray)  
Jordan Cove Energy Project, LP (Braddock)

Pacific Connector Gas Pipeline, LLC (Miller)  
Oregon International Port of Coos Bay (Koch)  
David Evans & Associates (Sullivan/Stucker)  
Edge Environmental, Inc. (Last/Duce)  
Southwest Oregon Regional Airport (Cook)



**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY**  
**REGION 10**  
1200 Sixth Avenue  
Seattle, WA 98101

January 12, 2015

U.S. Army Corps of Engineers  
Portland District  
ATTN: Tyler Krug  
North Bend Field Office  
2201 N. Broadway, Suite C  
North Bend, OR 97249-2372

RE: PERMIT APPLICATION NWP-2012-441, Pacific Connector Gas Pipeline Project and the International Port of Coos Bay, on behalf of Jordan Cove Liquefied Natural Gas.

Dear Mr. Krug:

The U.S. Environmental Protection Agency (EPA) has reviewed the above referenced public notice for the proposed construction of a liquefied natural gas (LNG) terminal on the North Spit of Coos Bay, Coos County, Oregon; and an associated pipeline that would originate in Coos County, crossing Douglas, Jackson, and Klamath Counties, to terminate near Malin, Oregon. The project proposes construction of a terminal facility on the North Spit of Coos Bay where approximately 4.3 million cubic yards of material would be dredged to create an access channel and marine slip. Additional aquatic impacts would include 43 acres of permanent wetland and waterway fill from construction of the terminal and the pipeline, and approximately 277 acres of temporary impacts within 19 different watersheds in Oregon.

EPA has several concerns about the proposed project as we believe it doesn't currently comply with the Clean Water Act Section 404(b)(1) Guidelines. Additional information is needed related to the purpose of the west berth, alternatives to siting of the SORSC and work camp, and analysis and design of the Kentuck Mitigation site, in order to demonstrate compliance with the Guidelines. In light of these conclusions, EPA recommends that the issues raised above be resolved prior to development of the Final Environmental Impact Statement, or through continued coordination in this 404 permitting process.

EPA appreciates the opportunity to review this project, and looks forward to resolution of our concerns. If you have any questions, please feel free to contact me at (503) 326-2716, or Ms. Bridgette Lohrman at (503) 326-4006.

A handwritten signature in cursive script that reads "Yvonne M. Vallette".

Yvonne Vallette, Aquatic Ecologist  
Oregon Operations Office

cc: Sara Christensen, DEQ  
Chuck Wheeler, NMFS



**EPA detailed comments on Public Notice NWP-2012-441, Pacific Connector Gas Pipeline Project and the International Port of Coos Bay, on behalf of Jordan Cove Liquefied Natural Gas.**

*Project Purpose and Need:* The stated purpose and need for development of this project is to facilitate the export of natural gas from western Canadian and western US source to free-trade and non-free trade countries with construction of a new West Coast LNG export point to mainly serve Asian customers, and potentially markets in Alaska and Hawaii. Pacific Connector would provide natural gas produced in western Canada and the Rocky Mountains to the Jordan Cove. However, we note that the energy supply and demand landscape seems to be in a state of flux within the US. With one other LNG proposal pursuing FERC licensing for a site in Oregon and its associated natural gas pipeline within the same service area that could provide new supplies of natural gas to the Pacific Northwest from either Canada or the Rocky Mountains; there are still many uncertainties associated with the current natural gas market that puts the long-term commitment to any particular site that would warrant the permanent and temporary impacts to natural resources proposed with construction of the Jordan Cove facility and the associated Pacific Connector Pipeline proposal, at considerable risk.

*Project Impacts:* EPA has some concerns that the proposed project will not provide the level or degree of economic benefit that the applicants and local governments are anticipating, but will instead contribute to further degradation of environmental conditions within Coos Bay while eliminating or changing very valuable in-channel and near shore habitat conditions. The terminal site and proposed pipeline are located within systems where the hydrological and geological processes are very active and dynamic. Past human activities in the estuary, such as channel modifications, sediment removal, dike and levee construction, port and industrial development have already significantly affected the natural hydrologic processes of the watershed.

Sediment removal for construction of the terminal and pipeline can change the geomorphic structure of a river channel by lowering riverbed elevations, often resulting in channel degradation and erosion upstream and downstream of the activity area. Because such removal alters the slope, depth, width, and roughness of the channel, it disturbs the dynamic equilibrium of the river or stream, which may lead to instability of not only that section of the waterway, but also the upstream and/or downstream reaches. Sediment removal to create an artificially induced thalweg like the access channel and terminal marine slip, can result in a channelizing effect and reduced channel width, resulting in velocity increases causing downstream bank instability, loss of habitat, and increased erosion rates. These changes prevent the system from supporting a diversity of estuarine and near shore-dependent species. They damage and destroy fish feeding and rearing areas, destroy benthic communities, and alter aquatic community composition, with adverse effects on the food chain. Intensive sediment removal can also create a need for regular maintenance dredging. Annual dredging destroys benthic communities and prevents re-establishment of diverse fish habitats. For these reasons, the proposed project is likely to significantly damage fish habitat overall and increase local erosion rates well beyond just the construction of the LNG terminal. EPA will be reviewing and commenting on the Jordan Cove Energy and Pacific Connector Gas Pipeline Project Draft Environmental Impact Statement (EIS) to insure that impacts to other natural and human resources are addressed and if possible, mitigated.

*Alternative Analysis:* The Port of Coos Bay is pursuing multiple different future marine terminal development projects. One of those projects is called the “Oregon Gateway Marine Terminal Complex.”

This complex would include the Jordan Cove LNG terminal berth on the east side of the proposed marine slip, and an un-specified commercial berth on west side of the slip. The Port has indicated that it is considering a dry bulk terminal for silo-storage cargos (i.e., grain, soy beans, etc.) served by the west berth. The Port's conceptual drawing on its webpage of this dry bulk cargo terminal on the west side of the Jordan Cove marine slip shows it overlapping Henderson Marsh. We have concerns that the project's reconfiguration for a single berth slip to a dual berth configuration will facilitate the Port's overall expansion plans without the benefit of being analyzed for within the context of the current project purpose and need. It's not clear if the western berth is a critical component of the LNG terminal or if it has a separate and independent utility for use by the Port of Coos Bay that was simply added to the LNG terminal project. We believe that additional information is needed to justify construction of the western berth as well its proposed design configuration.

In evaluating the overall project's proposed siting alternatives, EPA finds that alternative sites for the Southwest Oregon Regional Safety Center (SORSC) and North Point Construction works Camp were not rigorously or objectively evaluated in any comparative manner. We recommend that the Corps consider a more thorough and objective evaluation of these facility locations based on a set of siting criteria to demonstrate avoidance or minimization of potential wetland fill. Siting criteria for these ancillary features of the LNG terminal proposal should consider such factors as overall environmental impacts, site access, existing infrastructure, and public safety.

*Dredging and Dredge Disposal:* Under Section 102 of the Marine Protection, Research, and Sanctuaries Act (MPRSA), the EPA has sole authority for the designation of disposal sites in ocean waters to be used for the disposal of clean dredged material, known as Ocean Dredged Material Disposal Sites (ODMDS). Designation is done through formal rulemaking. The disposal of dredged material at an ODMDS must be demonstrated to be in compliance with the ocean dumping criteria found at 40 CFR Part 227, Subparts A-G, and the General and Specific Ocean Dumping criteria found at 40 CFR Part 228.5 and 40 CFR Part 228.6 respectively. Disposal sites must be monitored periodically to "evaluate the impact of disposal on the marine environment by referencing the monitoring results to a set of baseline conditions." (228.9; 229.10). EPA's guidelines for baseline and trend assessment surveys that will evaluate the impacts of dredged material disposal, and specific types of surveys to be used are described at 40 CFR 228.13.

EPA designated the current location and configuration of Coos Bay ocean disposal sites E and H in 1986, and Site F in 2006. When EPA designates disposal sites, EPA is required to develop and implement a Site Management and Monitoring Plan. EPA and the US Army Corps of Engineers (USACE) jointly developed this document and co-manage the disposal of dredged material at these three sites. Site E has not been used for disposal since 1990 and is not expected to be used in the future. Since designation of Site F and Site H, only the USACE and the International Port of Coos Bay have disposed of dredged material at these two sites. The International Port of Coos Bay coordinates with EPA and the USACE prior to disposal at either of these sites.

Jordan Cove LNG proposes to use EPA's ODMDS for future maintenance dredging actions. The applicant's "Dredged Material Management Plan" (page 8) states that, "...maintenance material will consist primarily of silt and clay material with some sand". However, the Public Notice states, "Future dredged material is proposed to be disposed of offshore at the Coos Bay Site F ocean dredged material

disposal site (ODMDS) off of Coos Bay's North Jetty. Materials to be dredged are predominantly fine to medium sized sands generated by erosive processes in the bay and from the sides of the constructed slip." These are two conflicting statements about the potential grain size of the maintenance dredged material. Whether Jordan Cove LNG would propose to dispose of dredged material at either EPA's Site F or Site H depends largely on grain size. For EPA to consider dredged material disposal at either of our two sites, Jordan Cove LNG would need to evaluate the disposal of their material using the Pacific Northwest Sediment Evaluation Framework (USACE 2009).<sup>a</sup>

Through this regulatory process, the applicant would analyze grain size of the proposed dredged material. Dredged material that is predominantly sand could be disposed at Site F. If the proposed dredged material is predominantly fine sand, silt, or clay, material would be disposed at Site H. The DMMP (Table 5-1, Page 47) discounts the use of Site H because it states Site H is "restricted to finer-grained sands and silts from above river mile 12". Whether an applicant can use either Site F or Site H is not based on the location of the river mile, but instead the grain size of clean dredged material. The EPA uses river mile 12 as a guide to potential users for future planning needs. If material would be best-suited for Site F, Jordan Cove LNG must conduct their own site capacity assessment based on USACE data, projected permitted use by the International Port of Coos Bay, and their projected use. EPA and the USACE would review and comment on the assessment. This assessment and the EPA and USACE comment and approval must be completed prior to EPA receiving a request for a MPRSA section 103 permit for disposal of dredged material at Site F. Furthermore, the USACE Regulatory Project Manager would submit to EPA a public notice pursuant to 33 CFR 337.1(a)(17), 33 CFR 325.3(a)(17), 40 CFR 225.2(a)) and a section 103 criteria evaluation for the disposal of dredged material at an EPA designated Ocean Dredged Material Disposal Site based on 40 CFR 227 "Criteria for the Evaluation of Permit Applications of Ocean Dumping of Materials". In this review, EPA is required to consider impacts to economic potentialities, which would include any impacts to the USACE ability to maintain safe navigation for the public.

If the grain size of the material is finer-grained, Site H may be the appropriate disposal location. As stated above, EPA would require Jordan Cove LNG to conduct their own site capacity assessment based on USACE data, projected permitted use by the International Port of Coos Bay, and their projected use. The EPA and USACE's understanding of sediment dynamics at both Site F and Site H are evolving. Furthermore, since 2006 when Jordan Cove LNG spoke with ocean dumping coordinators at the USACE and EPA, both sites have received substantial volumes of dredged material. These previous disposals, the hydrodynamics of the nearshore area, changing winter storm intensities, and the response of the seafloor geomorphology would need to be considered when modeling the future site capacity for both sites.

Site H is a significantly smaller disposal site than Site F so the disposal site may not be able to accommodate current users' needs with the addition of the Jordan Cove LNG's future needs. If this is the outcome of the site capacity assessment, Jordan Cove LNG would need to work with EPA to designate a new ocean dredged material disposal site for finer-grained material. EPA's designation process is outlined in 40 CFR Part 228.

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<sup>a</sup> U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, Washington Department of Ecology, Washington Department of Natural Resources, Oregon Department of Environmental Quality, Idaho Department of Environmental Quality, National Marine Fisheries Service, and U.S. Fish and Wildlife Service. 2009. Sediment Evaluation Framework for the Pacific Northwest. Published May 2009, by the U.S. Army Corps of Engineers, Northwestern Division, 128 p. plus Appendices.

*Compensatory Mitigation:* Construction of the LNG terminal facilities would result in permanent loss of about 38 acres of wetlands and other aquatic resources, and temporary impacts to about 35.6 acres of wetlands and other aquatic resources. Construction of the pipeline facilities would temporarily affect about 239 acres of wetlands and other aquatic resources, while operation of the pipeline would result in the permanent conversion of 5 acres of forested wetlands to other wetland types within the permanent right-of-way.

To mitigate these wetland losses, the applicant proposes to create, enhance or protect existing wetlands and aquatic habitat at the West Bridge and Western Jordan Cove Mitigation sites for freshwater impacts, and the Kentuck Slough and Eel Grass Mitigation sites for estuarine impacts. The bulk of wetland compensatory mitigation for construction of the LNG terminal is proposed at the Kentuck Mitigation site with up to 50.8 acres of mitigation. Proposed mitigation on the Kentuck Golf Course primarily consists of reestablishing tidal connections between Kentuck Inlet and the former golf course. However, due to the long-term urban development of the Kentuck Inlet area, implantation of this mitigation proposal will require significant alterations including: the raising and construction of a new bridge on East Bay Drive, a new cross dike to prevent flooding to adjacent upstream landowners, channel enhancements/re-routing, culvert removal, and other dike repairs and augmentation. With so much investment needing to go into a single mitigation site, a great deal of analysis and detail is needed to insure that both its design and construction is successful. There are potential concerns that the mitigation project may contribute to flooding of upstream neighbors, or that targeted wetland types may not develop if site elevations are incorrect, or legacy contaminants associated with the golf course may enter the site. EPA has not been provided the most current (2014) version of the Jordan Cove Energy Project Compensatory Wetland Mitigation Plan (CWMP), therefore our comments are limited to information provided in a 2013 version. Due to the many complexities associated with this mitigation proposal, EPA recommends that the Corps consider providing additional interagency review into the most up-to-date CWMP to provide detailed input towards its finalization and approval.

A notable omission in almost all of the proposed mitigation plans was identification of a long-term steward for the mitigation sites. A critical component to ensuring ecological success for any of compensation arrangement is providing for the long-term stewardship of mitigation sites. Recognizing that there are conservation and/or land trust organizations already actively involved with the management and restoration of sites within the Coos Bay estuary, efforts should be made to bring one of these groups into the mitigation planning process. Many of these organizations have design concepts and monitoring data to assist in development of a restoration/conservation proposal, as well as establishment of appropriate performance standards for these sites. These same organizations could assist in projecting estimated costs for site maintenance. As no mitigation site is likely to be self-sustaining, provisions should also be made to establish an endowment fund for future maintenance activities to insure that high quality habitat is provided for after expiration of the regulatory monitoring requirements. The applicant should not be the long-term steward of these mitigation sites. Therefore, EPA encourages the applicant to coordinate closely with conservation organizations in finalizing their compensatory mitigation proposal. In accordance with the 2008 Joint EPA/COE Compensatory Mitigation Rule, EPA expects any final compensatory mitigation plan to have provisions identifying a long-term steward, establishment of an endowment fund and development of a long-term site management plan for each approved mitigation site.

*EPA Conclusions:* Based on review of the subject Public Notice, EPA concludes this project proposal does not currently comply with the Clean Water Act Section 404(b)(1) Guidelines. We have concerns with the need to: 1) further characterize the full extent of indirect impacts, 2) further address avoidance and minimization of those potential impacts (which currently pose significant adverse impacts to the aquatic environment in the total acreage and associated functions), 3) adequately address on-site and within basin compensatory mitigation options to address replacing lost functions and values within the basin. Currently, EPA has concluded that the project as proposed does not comply with 40 CFR Parts 230.10(a)-alternatives analysis to achieve least environmentally damaging alternative, 230.10(c)-the project may cause or contribute to significant adverse impacts to the aquatic environment, or 230.10(d) - adequate mitigation in terms of avoidance, minimization and then providing adequate compensatory mitigation (in that order).

**Memorandum of Agreement Between  
the Federal Aviation Administration,  
the U.S. Air Force,  
the U.S. Army,  
the U.S. Environmental Protection Agency,  
the U.S. Fish and Wildlife Service, and  
the U.S. Department of Agriculture  
to Address Aircraft-Wildlife Strikes**

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**PURPOSE**

The signatory agencies know the risks that aircraft-wildlife strikes pose to safe aviation.

This Memorandum of Agreement (MOA) acknowledges each signatory agency's respective missions. Through this MOA, the agencies establish procedures necessary to coordinate their missions to more effectively address existing and future environmental conditions contributing to aircraft-wildlife strikes throughout the United States. These efforts are intended to minimize wildlife risks to aviation and human safety, while protecting the Nation's valuable environmental resources.

**BACKGROUND**

Aircraft-wildlife strikes are the second leading causes of aviation-related fatalities. Globally, these strikes have killed over 400 people and destroyed more than 420 aircraft. While these extreme events are rare when compared to the millions of annual aircraft operations, the potential for catastrophic loss of human life resulting from one incident is substantial. The most recent accident demonstrating the grievous nature of these strikes occurred in September 1995, when a U.S. Air Force reconnaissance jet struck a flock of Canada geese during takeoff, killing all 24 people aboard.

The Federal Aviation Administration (FAA) and the United States Air Force (USAF) databases contain information on more than 54,000 United States civilian and military aircraft-wildlife strikes reported to them between 1990 and 1999<sup>1</sup>. During that decade, the FAA received reports indicating that aircraft-wildlife strikes, damaged 4,500 civilian U.S. aircraft (1,500 substantially), destroyed 19 aircraft, injured 91 people, and killed 6 people. Additionally, there were 216 incidents where birds struck two or more engines on civilian aircraft, with damage occurring to 26 percent of the 449 engines involved in these incidents. The FAA estimates that during the same decade, civilian U.S. aircraft sustained \$4 billion worth of damages and associated losses and 4.7 million hours of aircraft downtime due to aircraft-wildlife strikes. For the same period,

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<sup>1</sup> FAA estimates that the 28,150 aircraft-wildlife strike reports it received represent less than 20% of the actual number of strikes that occurred during the decade.

USAF planes colliding with wildlife resulted in 10 Class A Mishaps<sup>2</sup>, 26 airmen deaths, and over \$217 million in damages.

Approximately 97 percent of the reported civilian aircraft-wildlife strikes involved common, large-bodied birds or large flocks of small birds. Almost 70 percent of these events involved gulls, waterfowl, and raptors (Table 1).

About 90 percent of aircraft-wildlife strikes occur on or near airports, when aircraft are below altitudes of 2,000 feet. Aircraft-wildlife strikes at these elevations are especially dangerous because aircraft are moving at high speeds and are close to or on the ground. Aircrews are intently focused on complex take-off or landing procedures and monitoring the movements of other aircraft in the airport vicinity. Aircrew attention to these activities while at low altitudes often compromises their ability to successfully recover from unexpected collisions with wildlife and to deal with rapidly changing flight procedures. As a result, crews have minimal time and space to recover from aircraft-wildlife strikes.

Increasing bird and wildlife populations in urban and suburban areas near airports contribute to escalating aircraft-wildlife strike rates. FAA, USAF, and Wildlife Services (WS) experts expect the risks, frequencies, and potential severities of aircraft-wildlife strikes to increase during the next decade as the numbers of civilian and military aircraft operations grow to meet expanding transportation and military demands.

## **SECTION I.**

### **SCOPE OF COOPERATION AND COORDINATION**

Based on the preceding information and to achieve this MOA's purpose, the signatory agencies:

- A.** Agree to strongly encourage their respective regional and local offices, as appropriate, to develop interagency coordination procedures necessary to effectively and efficiently implement this MOA. Local procedures should clarify time frames and other general coordination guidelines.
- B.** Agree that the term "airport" applies only to those facilities as defined in the attached glossary.
- C.** Agree that the three major activities of most concern include, but are not limited to:
  - 1. airport siting and expansion;

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<sup>2</sup> See glossary for the definition of a Class A Mishap and similar terms.

2. development of conservation/mitigation habitats or other land uses that could attract hazardous wildlife to airports or nearby areas; and
  3. responses to known wildlife hazards or aircraft-wildlife strikes.
- D.** Agree that “hazardous wildlife” are those animals, identified to species and listed in FAA and USAF databases, that are most often involved in aircraft-wildlife strikes. Many of the species frequently inhabit areas on or near airports, cause structural damage to airport facilities, or attract other wildlife that pose an aircraft-wildlife strike hazard. Table 1 lists many of these species. It is included solely to provide information on identified wildlife species that have been involved in aircraft-wildlife strikes. It is not intended to represent the universe of species concerning the signatory agencies, since more than 50 percent of the aircraft-wildlife strikes reported to FAA or the USAF did not identify the species involved.
- E.** Agree to focus on habitats attractive to the species noted in Table 1, but the signatory agencies realize that it is imperative to recognize that wildlife hazard determinations discussed in Paragraph L of this section may involve other animals.
- F.** Agree that not all habitat types attract hazardous wildlife. The signatory agencies, during their consultative or decisionmaking activities, will inform regional and local land use authorities of this MOA’s purpose. The signatory agencies will consider regional, local, and site-specific factors (e.g., geographic setting and/or ecological concerns) when conducting these activities and will work cooperatively with the authorities as they develop and implement local land use programs under their respective jurisdictions. The signatory agencies will encourage these stakeholders to develop land uses within the siting criteria noted in Section 1-3 of FAA Advisory Circular (AC) 150.5200-33 (Attachment A) that do not attract hazardous wildlife. Conversely, the agencies will promote the establishment of land uses attractive to hazardous wildlife outside those siting criteria. Exceptions to the above siting criteria, as described in Section 2.4.b of the AC, will be considered because they typically involve habitats that provide unique ecological functions or values (e.g., critical habitat for federally-listed endangered or threatened species, ground water recharge).
- G.** Agree that wetlands provide many important ecological functions and values, including fish and wildlife habitats; flood protection; shoreline erosion control; water quality improvement; and recreational, educational, and research opportunities. To protect jurisdictional wetlands, Section 404 of the Clean Water Act (CWA) establishes a program to regulate dredge and/or fill activities in these wetlands and navigable waters. In recognizing Section 404 requirements and the Clean Water Action Plan’s goal to annually increase the Nation’s net wetland acreage by 100,000 acres through 2005, the signatory agencies agree to resolve aircraft-wildlife conflicts. They will do so by

avoiding and minimizing wetland impacts to the maximum extent practicable, and will work to compensate for all associated unavoidable wetland impacts. The agencies agree to work with landowners and communities to encourage and support wetland restoration or enhancement efforts that do not increase aircraft-wildlife strike potentials.

- H.** Agree that the: U.S. Army Corps of Engineers (ACOE) has expertise in protecting and managing jurisdictional wetlands and their associated wildlife; U.S. Environmental Protection Agency (EPA) has expertise in protecting environmental resources; and the U.S. Fish and Wildlife Service (USFWS) has expertise in protecting and managing wildlife and their habitats, including migratory birds and wetlands. Appropriate signatory agencies will cooperatively review proposals to develop or expand wetland mitigation sites, or wildlife refuges that may attract hazardous wildlife. When planning these sites or refuges, the signatory agencies will diligently consider the siting criteria and land use practice recommendations stated in FAA AC 150/5200-33. The agencies will make every effort to undertake actions that are consistent with those criteria and recommendations, but recognize that exceptions to the siting criteria may be appropriate (see Paragraph F of this section).
- I.** Agree to consult with airport proponents during initial airport planning efforts. As appropriate, the FAA or USAF will initiate signatory agency participation in these efforts. When evaluating proposals to build new civilian or military aviation facilities or to expand existing ones, the FAA or the USAF, will work with appropriate signatory agencies to diligently evaluate alternatives that may avoid adverse effects on wetlands, other aquatic resources, and Federal wildlife refuges. If these or other habitats support hazardous wildlife, and there is no practicable alternative location for the proposed aviation project, the appropriate signatory agencies, consistent with applicable laws, regulations, and policies, will develop mutually acceptable measures, to protect aviation safety and mitigate any unavoidable wildlife impacts.
- J.** Agree that a variety of other land uses (e.g., storm water management facilities, wastewater treatment systems, landfills, golf courses, parks, agricultural or aquacultural facilities, and landscapes) attract hazardous wildlife and are, therefore, normally incompatible with airports. Accordingly, new, federally-funded airport construction or airport expansion projects near habitats or other land uses that may attract hazardous wildlife must conform to the siting criteria established in the FAA Advisory Circular (AC) 150/5200-33, Section 1-3.
- K.** Agree to encourage and advise owners and/or operators of non-airport facilities that are known hazardous wildlife attractants (See Paragraph J) to follow the siting criteria in Section 1-3 of AC 150/5200-33. As appropriate, each signatory agency will inform proponents of these or other land uses about the land use's potential to attract hazardous species to airport areas.

The signatory agencies will urge facility owners and/or operators about the critical need to consider the land uses' effects on aviation safety.

- L.** Agree that FAA, USAF, and WS personnel have the expertise necessary to determine the aircraft-wildlife strike potentials of various land uses. When there is disagreement among signatory agencies about a particular land use and its potential to attract hazardous wildlife, the FAA, USAF, or WS will prepare a wildlife hazard assessment. Then, the appropriate signatory agencies will meet at the local level to review the assessment. At a minimum, that assessment will:

  1. identify each species causing the aviation hazard, its seasonal and daily populations, and the population's local movements;
  2. discuss locations and features on and near the airport or land use attractive to hazardous wildlife; and
  3. evaluate the extent of the wildlife hazard to aviation.
- M.** Agree to cooperate with the airport operator to develop a specific, wildlife hazard management plan for a given location, when a potential wildlife hazard is identified. The plan will meet applicable FAA, USAF, and other relevant requirements. In developing the plan, the appropriate agencies will use their expertise and attempt to integrate their respective programmatic responsibilities, while complying with existing laws, regulations, and policies. The plan should avoid adverse impacts to wildlife populations, wetlands, or other sensitive habitats to the maximum extent practical. Unavoidable impacts resulting from implementing the plan will be fully compensated pursuant to all applicable Federal laws, regulations, and policies.
- N.** Agree that whenever a significant aircraft-wildlife strike occurs or a potential for one is identified, any signatory agency may initiate actions with other appropriate signatory agencies to evaluate the situation and develop mutually acceptable solutions to reduce the identified strike probability. The agencies will work cooperatively, preferably at the local level, to determine the causes of the strike and what can and should be done at the airport or in its vicinity to reduce potential strikes involving that species.
- O.** Agree that information and analyses relating to mitigation that could cause or contribute to aircraft-wildlife strikes should, whenever possible, be included in documents prepared to satisfy the National Environmental Policy Act (NEPA). This should be done in coordination with appropriate signatory agencies to inform the public and Federal decision makers about important ecological factors that may affect aviation. This concurrent review of environmental issues will promote the streamlining of the NEPA review process.
- P.** Agree to cooperatively develop mutually acceptable and consistent guidance, manuals, or procedures addressing the management of habitats attractive to

hazardous wildlife, when those habitats are or will be within the siting criteria noted in Section 1-3 of FAA AC 5200-33. As appropriate, the signatory agencies will also consult each other when they propose revisions to any regulations or guidance relevant to the purpose of this MOA, and agree to modify this MOA accordingly.

## **SECTION II. GENERAL RULES AND INFORMATION**

- A.** Development of this MOA fulfills the National Transportation Safety Board's recommendation of November 19, 1999, to form an inter-departmental task force to address aircraft-wildlife strike issues.
- B.** This MOA does not nullify any obligations of the signatory agencies to enter into separate MOAs with the USFWS addressing the conservation of migratory birds, as outlined in Executive Order 13186, *Responsibilities of Federal Agencies to Protect Migratory Birds*, dated January 10, 2001 (66 *Federal Register*, No. 11, pg. 3853).
- C.** This MOA in no way restricts a signatory agency's participation in similar activities or arrangements with other public or private agencies, organizations, or individuals.
- D.** This MOA does not alter or modify compliance with any Federal law, regulation or guidance (e.g., Clean Water Act; Endangered Species Act; Migratory Bird Treaty Act; National Environmental Policy Act; North American Wetlands Conservation Act; Safe Drinking Water Act; or the "no-net loss" policy for wetland protection). The signatory agencies will employ this MOA in concert with the Federal guidance addressing wetland mitigation banking dated March 6, 1995 (60 *Federal Register*, No. 43, pg. 12286).
- E.** The statutory provisions and regulations mentioned above contain legally binding requirements. However, this MOA does not substitute for those provisions or regulations, nor is it a regulation itself. This MOA does not impose legally binding requirements on the signatory agencies or any other party, and may not apply to a particular situation in certain circumstances. The signatory agencies retain the discretion to adopt approaches on a case-by-case basis that differ from this MOA when they determine it is appropriate to do so. Such decisions will be based on the facts of a particular case and applicable legal requirements. Therefore, interested parties are free to raise questions and objections about the substance of this MOA and the appropriateness of its application to a particular situation.
- F.** This MOA is based on evolving information and may be revised periodically without public notice. The signatory agencies welcome public comments on this MOA at any time and will consider those comments in any future revision of this MOA.

- G.** This MOA is intended to improve the internal management of the Executive Branch to address conflicts between aviation safety and wildlife. This MOA does not create any right, benefit, or trust responsibility, either substantively or procedurally. No party, by law or equity, may enforce this MOA against the United States, its agencies, its officers, or any person.
- H.** This MOA does not obligate any signatory agency to allocate or spend appropriations or enter into any contract or other obligations.
- I.** This MOA does not reduce or affect the authority of Federal, State, or local agencies regarding land uses under their respective purviews. When requested, the signatory agencies will provide technical expertise to agencies making decisions regarding land uses within the siting criteria in Section 1-3 of FAA AC 150/5200-33 to minimize or prevent attracting hazardous wildlife to airport areas.
- J.** Any signatory agency may request changes to this MOA by submitting a written request to any other signatory agency and subsequently obtaining the written concurrence of all signatory agencies.
- K.** Any signatory agency may terminate its participation in this MOA within 60 days of providing written notice to the other agencies. This MOA will remain in effect until all signatory agencies terminate their participation in it.

### **SECTION III. PRINCIPAL SIGNATORY AGENCY CONTACTS**

The following list identifies contact offices for each signatory agency.

Federal Aviation Administration  
Office Airport Safety and Standards  
Airport Safety and  
Compliance Branch (AAS-310)  
800 Independence Ave., S.W.  
Washington, D.C. 20591  
V: 202-267-1799  
F: 202-267-7546

U.S. Air Force  
HQ AFSC/SEFW  
9700 Ave., G. SE, Bldg. 24499  
Kirtland AFB, NM 87117  
V: 505-846-5679  
F: 505-846-0684

U.S. Army  
Directorate of Civil Works  
Regulatory Branch (CECW-OR)  
441 G St., N.W.  
Washington, D.C. 20314  
V: 202-761-4750  
F: 202-761-4150

U.S. Environmental Protection Agency  
Office of Water  
Wetlands Division  
Ariel Rios Building, MC 4502F  
1200 Pennsylvania Ave., SW  
Washington, D.C. 20460  
V: 202-260-1799  
F: 202-260-7546

U.S. Fish and Wildlife Service  
Division of Migratory Bird Management  
4401 North Fairfax Drive, Room 634  
Arlington, VA 22203  
V: 703-358-1714  
F: 703-358-2272

U.S. Department of Agriculture  
Animal and Plant Inspection Service  
Wildlife Services  
Operational Support Staff  
4700 River Road, Unit 87  
Riverdale, MD 20737  
V: 301-734-7921  
F: 301-734-5157

Signature Page

  
Associate Administrator for Airports,  
Federal Aviation Administration

12/17/02  
Date

  
Chief of Safety,  
U. S. Air Force

27 May 2003  
Date

  
Acting Assistant Secretary of the Army  
(Civil Works)  
Department of the Army

December 9, 2002  
Date

  
Assistant Administrator, Office of Water,  
U.S. Environmental Protection Agency

1/17/03

  
Assistant Director, Migratory Birds  
and State Programs,  
U.S. Fish and Wildlife Service

7/29/03  
Date

*Acting*   
Deputy Administrator, Wildlife Services  
U.S. Department of Agriculture

09 January 2003  
Date

## GLOSSARY

This glossary defines terms used in this MOA.

**Airport.** All USAF airfields or all public use airports in the FAA's National Plan of Integrated Airport Systems (NPIAS). Note: There are over 18,000 civil-use airports in the U.S., but only 3,344 of them are in the NPIAS and, therefore, under FAA's jurisdiction.

**Aircraft-wildlife strike.** An aircraft-wildlife strike is deemed to have occurred when:

1. a pilot reports that an aircraft struck 1 or more birds or other wildlife;
2. aircraft maintenance personnel identify aircraft damage as having been caused by an aircraft-wildlife strike;
3. personnel on the ground report seeing an aircraft strike 1 or more birds or other wildlife;
4. bird or other wildlife remains, whether in whole or in part, are found within 200 feet of a runway centerline, unless another reason for the animal's death is identified; or
5. the animal's presence on the airport had a significant, negative effect on a flight (i.e., aborted takeoff, aborted landing, high-speed emergency stop, aircraft left pavement area to avoid collision with animal)

(Source: *Wildlife Control Procedures Manual*, Technical Publication 11500E, 1994).

**Aircraft-wildlife strike hazard.** A potential for a damaging aircraft collision with wildlife on or near an airport (14 CFR 139.3).

**Bird Sizes.** Title 40, Code of Federal Regulations, Part 33.76 classifies birds according to weight:

- small birds weigh less than 3 ounces (oz).
- medium birds weigh more than 3 oz and less than 2.5 lbs.
- large birds weigh greater than 2.5 lbs.

**Civil aircraft damage classifications.** The following damage descriptions are based on the *Manual on the International Civil Aviation Organization Bird Strike Information System*:

**Minor:** The aircraft is deemed airworthy upon completing simple repairs or replacing minor parts and an extensive inspection is not necessary.

**Substantial:** Damage or structural failure adversely affects an aircraft's structural integrity, performance, or flight characteristics. The damage normally requires major repairs or the replacement of the entire affected component. Bent fairings or cowlings; small dents; skin punctures; damage to wing tips, antenna, tires or brakes, or engine blade damage not requiring blade replacement are specifically excluded.

**Destroyed:** The damage sustained makes it inadvisable to restore the aircraft to an airworthy condition.

**Significant Aircraft-Wildlife Strikes.** A significant aircraft-wildlife strike is deemed to have occurred when any of the following applies:

1. a civilian, U.S. air carrier aircraft experiences a multiple aircraft-bird strike or engine ingestion;
2. a civilian, U.S. air carrier aircraft experiences a damaging collision with wildlife other than birds; or
3. a USAF aircraft experiences a Class A, B, or C mishap as described below:

**A. Class A Mishap:** Occurs when at least one of the following applies:

1. total mishap cost is \$1,000,000 or more;
2. a fatality or permanent total disability occurs; and/or
3. an Air Force aircraft is destroyed.

**B. Class B Mishap:** Occurs when at least one of the following applies:

1. total mishap cost is \$200,000 or more and less than \$1,000,000; and/or
2. a permanent partial disability occurs and/or 3 or more people are hospitalized;

**C. Class C Mishap:** Occurs when at least one of the following applies:

1. cost of reported damage is between \$20,000 and \$200,000;
2. an injury causes a lost workday (i.e., duration of absence is at least 8 hours beyond the day or shift during which mishap occurred); and/or
3. an occupational illness causing absence from work at any time.

**Wetlands.** An ecosystem requiring constant or recurrent, shallow inundation or saturation at or near the surface of the substrate. The minimum essential characteristics of a wetland are recurrent, sustained inundation or saturation at or

near the surface and the presence of physical, chemical, and biological features indicating recurrent, sustained inundation, or saturation. Common diagnostic wetland features are hydric soils and hydrophytic vegetation. These features will be present, except where specific physiochemical, biotic, or anthropogenic factors have removed them or prevented their development.

(Source the 1987 Delineation Manual; 40 CFR 230.3(t)).

**Wildlife.** Any wild animal, including without limitation any wild mammal, bird, reptile, fish, amphibian, mollusk, crustacean, arthropod, coelenterate, or other invertebrate, including any part, product, egg, or offspring there of (50 CFR 10.12, *Taking, Possession, Transportation, Sale, Purchase, Barter, Exportation, and Importation of Wildlife and Plants*). As used in this MOA, “wildlife” includes feral animals and domestic animals while out of their owner’s control (14 CFR 139.3, *Certification and Operations: Land Airports Serving CAB-Certificated Scheduled Air Carriers Operating Large Aircraft (Other Than Helicopters)*)

**Table 1.** Identified wildlife species, or groups, that were involved in two or more aircraft-wildlife strikes, that caused damage to one or more aircraft components, or that had an adverse effect on an aircraft's flight. Data are for 1990-1999 and involve only civilian, U.S. aircraft.

<b>Birds</b>	<b>No. reported strikes</b>
Gulls (all spp.)	874
Geese (primarily, Canada geese)	458
Hawks (primarily, Red-tailed hawks)	182
Ducks (primarily Mallards.)	166
Vultures (primarily, Turkey vulture)	142
Rock doves	122
Doves (primarily, mourning doves)	109
Blackbirds	81
European starlings	55
Sparrows	52
Egrets	41
Shore birds (primarily, Killdeer & Sandpipers)	40
Crows	31
Owls	24
Sandhill cranes	22
American kestrels	15
Great blue herons	15
Pelicans	14
Swallows	14
Eagles (Bald and Golden)	14
Ospreys	13
Ring-necked pheasants	11
Hérons	11
Barn-owls	9
American robins	8
Meadowlarks	8
Buntings (snow)	7
Cormorants	6
Snow buntings	6
Brants	5
Terns (all spp.)	5
Great horned owls	5
Horned larks	4
Turkeys	4
Swans	3
Mockingbirds	3
Quails	3
Homing pigeons	3
Snowy owls	3
Anhingas	2

Ravens	2
Kites	2
Falcons	2
Peregrine falcons	2
Merlins	2
Grouse	2
Hungarian partridges	2
Spotted doves	2
Thrushes	2
Mynas	2
Finches	2
<b>Total known birds</b>	<b>2,612</b>

<b>Mammals</b>	<b>No. reported strikes</b>
Deer (primarily, White-tailed deer)	285
Coyotes	16
Dogs	10
Elk	6
Cattle	5
Bats	4
Horses	3
Pronghorn antelopes	3
Foxes	2
Raccoons	2
Rabbits	2
Moose	2
<b>Total known mammals</b>	<b>340</b>

Ring-billed gulls were the most commonly struck gulls. The U.S. ring-billed gull population increased steadily at about 6% annually from 1966-1988. Canada geese were involved in about 90% of the aircraft-geese strikes involving civilian, U.S. aircraft from 1990-1998. Resident (non-migratory) Canada goose populations increased annually at 13% from 1966-1998. Red-tailed hawks accounted for 90% of the identified aircraft-hawk strikes for the 10-year period. Red-tailed hawk populations increased annually at 3% from 1966 to 1998. Turkey vultures were involved in 93% of the identified aircraft-vulture strikes. The U.S. Turkey vulture populations increased annually at 1% between 1966 and 1998. Deer, primarily white-tailed deer, have also adapted to urban and airport areas and their populations have increased dramatically. In the early 1900's, there were about 100,000 white-tailed deer in the U.S. Current estimates are that the U.S. population is about 24 million.



U.S. Department  
of Transportation

**Federal Aviation  
Administration**

# Advisory Circular

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**Subject:** HAZARDOUS WILDLIFE ATTRACTANTS ON  
OR NEAR AIRPORTS

**Date:** 5/1/97

**Initiated by:**

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**Change:**

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**1. PURPOSE.** This advisory circular (AC) provides guidance on locating certain land uses having the potential to attract hazardous wildlife to or in the vicinity of public-use airports. It also provides guidance concerning the placement of new airport development projects (including airport construction, expansion, and renovation) pertaining to aircraft movement in the vicinity of hazardous wildlife attractants. Appendix 1 provides definitions of terms used in this AC.

**2. APPLICATION.** The standards, practices, and suggestions contained in this AC are recommended by the Federal Aviation Administration (FAA) for use by the operators and sponsors of all public-use airports. In addition, the standards, practices, and suggestions contained in this AC are recommended by the FAA as guidance for land use planners, operators, and developers of projects, facilities, and activities on or near airports.

**3. BACKGROUND.** Populations of many species of wildlife have increased markedly in the

last few years. Some of these species are able to adapt to human-made environments, such as exist on and around airports. The increase in wildlife populations, the use of larger turbine engines, the increased use of twin-engine aircraft, and the increase in air-traffic, all combine to increase the risk, frequency, and potential severity of wildlife-aircraft collisions.

Most public-use airports have large tracts of open, unimproved land that are desirable for added margins of safety and noise mitigation. These areas can present potential hazards to aviation because they often attract hazardous wildlife. During the past century, wildlife-aircraft strikes have resulted in the loss of hundreds of lives world-wide, as well as billions of dollars worth of aircraft damage. Hazardous wildlife attractants near airports could jeopardize future airport expansion because of safety considerations.

DAVID L. BENNETT

Director, Office of Airport Safety and Standards



**SECTION 1. HAZARDOUS WILDLIFE ATTRACTANTS ON OR NEAR AIRPORTS.**

**1-1. TYPES OF HAZARDOUS WILDLIFE ATTRACTANTS ON OR NEAR AIRPORTS.**

Human-made or natural areas, such as poorly-drained areas, retention ponds, roosting habitats on buildings, landscaping, putrescible-waste disposal operations, wastewater treatment plants, agricultural or aquacultural activities, surface mining, or wetlands, may be used by wildlife for escape, feeding, loafing, or reproduction. Wildlife use of areas within an airport's approach or departure airspace, aircraft movement areas, loading ramps, or aircraft parking areas may cause conditions hazardous to aircraft safety.

All species of wildlife can pose a threat to aircraft safety. However, some species are more commonly involved in aircraft strikes than others. Table 1 lists the wildlife groups commonly reported as being involved in damaging strikes to U.S. aircraft from 1993 to 1995.

**Table 1. Wildlife Groups Involved in Damaging Strikes to Civilian Aircraft, USA, 1993-1995.**

<b>Wildlife Groups</b>	<b>Percent involvement in reported damaging strikes</b>
Gulls	28
Waterfowl	28
Raptors	11
Doves	6
Vultures	5
Blackbirds-	5
Starlings	
Corvids	3
Wading birds	3
Deer	11
Canids	1

**1-2. LAND USE PRACTICES.** Land use practices that attract or sustain hazardous wildlife populations on or near airports can significantly increase the potential for wildlife-aircraft collisions. FAA recommends against land use practices, within the siting criteria stated in 1-3, that attract or sustain populations of hazardous wildlife within the vicinity of airports or cause movement of hazardous wildlife onto, into, or across the approach or departure airspace, aircraft movement area, loading ramps, or aircraft parking area of airports.

Airport operators, sponsors, planners, and land use developers should consider whether proposed land uses, including new airport development projects, would increase the wildlife hazard. Caution should be exercised to ensure that land use practices on or near airports do not enhance the attractiveness of the area to hazardous wildlife.

**1-3. SITING CRITERIA.** FAA recommends separations when siting any of the wildlife attractants mentioned in Section 2 or when planning new airport development projects to accommodate aircraft movement. The distance between an airport's aircraft movement areas, loading ramps, or aircraft parking areas and the wildlife attractant should be as follows:

**a. Airports serving piston-powered aircraft.** A distance of 5,000 feet is recommended.

**b. Airports serving turbine-powered aircraft.** A distance of 10,000 feet is recommended.

**c. Approach or Departure airspace.** A distance of 5 statute miles is recommended, if the wildlife attractant may cause hazardous wildlife movement into or across the approach or departure airspace.



## **SECTION 2. LAND USES THAT ARE INCOMPATIBLE WITH SAFE AIRPORT OPERATIONS.**

**2-1. GENERAL.** The wildlife species and the size of the populations attracted to the airport environment are highly variable and may depend on several factors, including land-use practices on or near the airport. It is important to identify those land use practices in the airport area that attract hazardous wildlife. This section discusses land use practices known to threaten aviation safety.

**2-2. PUTRESCIBLE-WASTE DISPOSAL OPERATIONS.** Putrescible-waste disposal operations are known to attract large numbers of wildlife that are hazardous to aircraft. Because of this, these operations, when located within the separations identified in the siting criteria in 1-3 are considered incompatible with safe airport operations.

FAA recommends against locating putrescible-waste disposal operations inside the separations identified in the siting criteria mentioned above. FAA also recommends against new airport development projects that would increase the number of aircraft operations or that would accommodate larger or faster aircraft, near putrescible-waste disposal operations located within the separations identified in the siting criteria in 1-3.

**2-3. WASTEWATER TREATMENT FACILITIES.** Wastewater treatment facilities and associated settling ponds often attract large numbers of wildlife that can pose a threat to aircraft safety when they are located on or near an airport.

**a. New wastewater treatment facilities.** FAA recommends against the construction of new wastewater treatment facilities or associated settling ponds within the separations identified in the siting criteria in 1-3. During the siting analysis for wastewater treatment facilities, the potential to attract hazardous wildlife should be considered if an airport is in the vicinity of a proposed site. Airport operators should voice their opposition to such sitings. In addition, they should consider the existence of wastewater treatment facilities when evaluating proposed sites for new airport development projects and avoid such sites when practicable.

**b. Existing wastewater treatment facilities.** FAA recommends correcting any wildlife hazards arising from existing wastewater treatment facilities located on or near airports without delay, using appropriate wildlife hazard mitigation techniques. Accordingly, measures to minimize hazardous wildlife attraction should be developed in consultation with a wildlife damage management biologist. FAA recommends that wastewater treatment facility operators incorporate appropriate wildlife hazard mitigation techniques into their operating practices. Airport operators also should encourage those operators to incorporate these mitigation techniques in their operating practices.

**c. Artificial marshes.** Waste-water treatment facilities may create artificial marshes and use submergent and emergent aquatic vegetation as natural filters. These artificial marshes may be used by some species of flocking birds, such as blackbirds and waterfowl, for breeding or roosting activities. FAA recommends against establishing artificial marshes within the separations identified in the siting criteria stated in 1-3.

**d. Wastewater discharge and sludge disposal.** FAA recommends against the discharge of wastewater or sludge on airport property. Regular spraying of wastewater or sludge disposal on unpaved areas may improve soil moisture and quality. The resultant turf growth requires more frequent mowing, which in turn may mutilate or flush insects or small animals and produce straw. The maimed or flushed organisms and the straw can attract hazardous wildlife and jeopardize aviation safety. In addition, the improved turf may attract grazing wildlife such as deer and geese.

Problems may also occur when discharges saturate unpaved airport areas. The resultant soft, muddy conditions can severely restrict or prevent emergency vehicles from reaching accident sites in a timely manner.

**e. Underwater waste discharges.** The underwater discharge of any food waste, e.g., fish processing offal, that could attract scavenging wildlife is not recommended within the separations identified in the siting criteria in 1-3.

## 2-4. WETLANDS.

### a. Wetlands on or near Airports.

(1) **Existing Airports.** Normally, wetlands are attractive to many wildlife species. Airport operators with wetlands located on or nearby airport property should be alert to any wildlife use or habitat changes in these areas that could affect safe aircraft operations.

(2) **Airport Development.** When practicable, the FAA recommends siting new airports using the separations identified in the siting criteria in 1-3. Where alternative sites are not practicable or when expanding existing airports in or near wetlands, the wildlife hazards should be evaluated and minimized through a wildlife management plan prepared by a wildlife damage management biologist, in consultation with the U.S. Fish and Wildlife Service (USFWS) and the U.S. Army Corps of Engineers (COE).

**NOTE:** If questions exist as to whether or not an area would qualify as a wetland, contact the U.S. Army COE, the Natural Resource Conservation Service, or a wetland consultant certified to delineate wetlands.

**b. Wetland mitigation.** Mitigation may be necessary when unavoidable wetland disturbances result from new airport development projects. Wetland mitigation should be designed so it does not create a wildlife hazard.

(1) FAA recommends that wetland mitigation projects that may attract hazardous wildlife be sited outside of the separations

identified in the siting criteria in 1-3. Wetland mitigation banks meeting these siting criteria offer an ecologically sound approach to mitigation in these situations.

(2) Exceptions to locating mitigation activities outside the separations identified in the siting criteria in 1-3 may be considered if the affected wetlands provide unique ecological functions, such as critical habitat for threatened or endangered species or ground water recharge. Such mitigation must be compatible with safe airport operations. Enhancing such mitigation areas to attract hazardous wildlife should be avoided. On-site mitigation plans may be reviewed by the FAA to determine compatibility with safe airport operations.

(3) Wetland mitigation projects that are needed to protect unique wetland functions (see 2-4.b.(2)), and that must be located in the siting criteria in 1-3 should be identified and evaluated by a wildlife damage management biologist before implementing the mitigation. A wildlife damage management plan should be developed to reduce the wildlife hazards.

**NOTE:** AC 150/5000-3, *Address List for Regional Airports Division and Airports District/Field Offices*, provides information on the location of these offices.

**2-5. DREDGE SPOIL CONTAINMENT AREAS.** FAA recommends against locating dredge spoil containment areas within the separations identified in the siting criteria in 1-3, if the spoil contains material that would attract hazardous wildlife.

### **SECTION 3. LAND USES THAT MAY BE COMPATIBLE WITH SAFE AIRPORT OPERATIONS.**

**3-1. GENERAL.** Even though they may, under certain circumstances, attract hazardous wildlife, the land use practices discussed in this section have flexibility regarding their location or operation and may even be under the airport operator's or sponsor's control. In general, the FAA does not consider the activities discussed below as hazardous to aviation if there is no apparent attraction to hazardous wildlife, or wildlife hazard mitigation techniques are implemented to deal effectively with any wildlife hazard that may arise.

**3-2. ENCLOSED WASTE FACILITIES.** Enclosed trash transfer stations or enclosed waste handling facilities that receive garbage indoors; process it via compaction, incineration, or similar manner; and remove all residue by enclosed vehicles, generally would be compatible, from a wildlife perspective, with safe airport operations, provided they are not located on airport property or within the runway protection zone (RPZ). No putrescible-waste should be handled or stored outside at any time, for any reason, or in a partially enclosed structure accessible to hazardous wildlife.

Partially enclosed operations that accept putrescible-waste are considered to be incompatible with safe airport operations. FAA recommends these operations occur outside the separations identified in the siting criteria in 1-3.

**3-3. RECYCLING CENTERS.** Recycling centers that accept previously sorted, non-food items such as glass, newspaper, cardboard, or aluminum are, in most cases, not attractive to hazardous wildlife.

**3-4. COMPOSTING OPERATIONS ON AIRPORTS.** FAA recommends against locating composting operations on airports. However, when they are located on an airport, composting operations should not be located closer than the greater of the following distances: 1,200 feet from any aircraft movement area, loading ramp, or aircraft parking space; or the distance called for by airport design requirements. This spacing is intended to prevent material, personnel, or equipment from penetrating any Obstacle Free Area (OFA), Obstacle Free Zone (OFZ), Threshold Siting Surface (TSS), or Clearway (see AC 150/5300-13, *Airport Design*). On-airport disposal of compost by-products is not recommended for the reasons stated in 2-3.d.

**a. Composition of material handled.** Components of the compost should never include any municipal solid waste. Non-food waste such as leaves, lawn clippings, branches, and twigs generally are not considered a wildlife attractant. Sewage sludge, wood-chips, and similar material are not municipal solid wastes and may be used as compost bulking agents.

**b. Monitoring on-airport composting operations.** If composting operations are to be located on airport property, FAA recommends that the airport operator monitor composting operations to ensure that steam or thermal rise does not affect air traffic in any way. Discarded leaf disposal bags or other debris must not be allowed to blow onto any active airport area. Also, the airport operator should reserve the right to stop any operation that creates unsafe, undesirable, or incompatible conditions at the airport.

**3-5. ASH DISPOSAL.** Fly ash from resource recovery facilities that are fired by municipal solid waste, coal, or wood, is generally considered not to be a wildlife attractant because it contains no putrescible matter. FAA generally does not consider landfills accepting only fly ash to be wildlife attractants, if those landfills: are maintained in an orderly manner; admit no putrescible-waste of any kind; and are not co-located with other disposal operations.

Since varying degrees of waste consumption are associated with general incineration, FAA classifies the ash from general incinerators as a regular waste disposal by-product and, therefore, a hazardous wildlife attractant.

**3-6. CONSTRUCTION AND DEMOLITION (C&D) DEBRIS LANDFILLS.** C&D debris (Class IV) landfills have visual and operational characteristics similar to putrescible-waste disposal sites. When co-located with putrescible-waste disposal operations, the probability of hazardous wildlife attraction to C&D landfills increases because of the similarities between these disposal activities.

FAA generally does not consider C&D landfills to be hazardous wildlife attractants, if those landfills: are maintained in an orderly manner; admit no putrescible-waste of any kind; and are not co-located with other disposal operations.

**3-7. WATER DETENTION OR RETENTION PONDS.** The movement of storm water away from runways, taxiways, and aprons is a normal function on most airports and is necessary for safe aircraft operations. Detention ponds hold storm water for short periods, while retention ponds hold water indefinitely. Both types of ponds control runoff, protect water quality, and can attract hazardous wildlife. Retention ponds are more attractive to hazardous wildlife than detention ponds because they provide a more reliable water source.

To facilitate hazardous wildlife control, FAA recommends using steep-sided, narrow, linearly-shaped, rip-rap lined, water detention basins rather than retention basins. When possible, these ponds should be placed away from aircraft movement areas to minimize aircraft-wildlife interactions. All vegetation in or around detention or retention basins that provide food or cover for hazardous wildlife should be eliminated.

If soil conditions and other requirements allow, FAA encourages the use of underground storm water infiltration systems, such as French drains or buried rock fields, because they are less attractive to wildlife.

**3-8. LANDSCAPING.** Wildlife attraction to landscaping may vary by geographic location. FAA recommends that airport operators approach landscaping with caution and confine it to airport areas not associated with aircraft movements. All landscaping plans should be reviewed by a wildlife damage management biologist. Landscaped areas should be monitored on a continuing basis for the presence of hazardous wildlife. If hazardous wildlife is detected, corrective actions should be implemented immediately.

**3-9. GOLF COURSES.** Golf courses may be beneficial to airports because they provide open space that can be used for noise mitigation or by aircraft during an emergency. On-airport golf courses may also be a concurrent use that provides income to the airport.

Because of operational and monetary benefits, golf courses are often deemed compatible land uses on or near airports. However, waterfowl (especially Canada geese) and some species of gulls are attracted to the large, grassy areas and open water found on most golf courses. Because waterfowl and gulls occur throughout the U.S., FAA recommends that airport operators exercise caution and consult with a wildlife damage management biologist when considering proposals for golf

course construction or expansion on or near airports. Golf courses should be monitored on a continuing basis for the presence of hazardous wildlife. If hazardous wildlife is detected, corrective actions should be implemented immediately.

**3-10. AGRICULTURAL CROPS.** As noted above, airport operators often promote revenue-generating activities to supplement an airport's financial viability. A common concurrent use is agricultural crop production. Such use may create potential hazards to aircraft by attracting wildlife. Any proposed on-airport agricultural operations should be reviewed by a wildlife damage management biologist. FAA generally does not object to agricultural crop production on airports when: wildlife hazards are not predicted; the guidelines for the airport areas specified in 3-10.a-f. are observed; and the agricultural operation is closely monitored by the airport operator or sponsor to ensure that hazardous wildlife are not attracted.

**NOTE:** If wildlife becomes a problem due to on-airport agricultural operations, FAA recommends undertaking the remedial actions described in 3-10.f.

**a. Agricultural activities adjacent to runways.** To ensure safe, efficient aircraft operations, FAA recommends that no agricultural activities be conducted in the Runway Safety Area (RSA), OFA, and the OFZ (see AC 150/5300-13).

**b. Agricultural activities in areas requiring minimum object clearances.** Restricting agricultural operations to areas outside the RSA, OFA, OFZ, and Runway Visibility Zone (RVZ) (see AC 150/5300-13) will normally provide the minimum object clearances required by FAA's airport design standards. FAA recommends that farming operations not be permitted within areas critical to the proper operation of localizers, glide slope indicators, or other visual or electronic navigational aids. Determinations of minimal areas that must be kept free of farming operations should be made on a case-by-case basis. If navigational aids are present, farm leases for on-airport agricultural activities should be coordinated with FAA's Airway Facilities Division, in accordance with FAA Order 6750.16, *Siting Criteria for Instrument Landing Systems*.

**NOTE:** Crop restriction lines conforming to the dimensions set forth in Table 2 will normally provide the minimum object clearance required by

FAA airport design standards. The presence of navigational aids may require expansion of the restricted area.

**c. Agricultural activities within an airport's approach areas.** The RSA, OFA, and OFZ all extend beyond the runway shoulder and into the approach area by varying distances. The OFA normally extends the farthest and is usually the controlling surface. However, for some runways, the TSS (see AC 150/5300-13, Appendix 2) may be more controlling than the OFA. The TSS may not be penetrated by any object. The minimum distances shown in Table 2 are intended to prevent penetration of the OFA, OFZ, or TSS by crops or farm machinery.

**NOTE:** Threshold Siting standards should not be confused with the approach areas described in Title 14, Code of Federal Regulations, Part 77, (14 CFR 77), *Objects Affecting Navigable Airspace*.

**d. Agricultural activities between intersecting runways.** FAA recommends that no agricultural activities be permitted within the RVZ. If the terrain is sufficiently below the runway elevation, some types of crops and equipment may be acceptable. Specific determinations of what is permissible in this area requires topographical data. For example, if the terrain within the RVZ is level with the runway ends, farm machinery or crops may interfere with a pilot's line-of-sight in the RVZ.

**e. Agricultural activities in areas adjacent to taxiways and aprons.** Farming activities should not be permitted within a taxiway's OFA. The outer portions of aprons are frequently used as a taxilane and farming operations should not be permitted within the OFA. Farming operations should not be permitted between runways and parallel taxiways.

**f. Remedial actions for problematic agricultural activities.** If a problem with hazardous wildlife develops, FAA recommends that a professional wildlife damage management biologist be contacted and an on-site inspection be conducted. The biologist should be requested to determine the source of the hazardous wildlife attraction and suggest remedial action. Regardless of the source of the attraction, prompt remedial actions to protect aviation safety are recommended. The remedial actions may range from choosing another crop or farming technique to complete termination of the agricultural operation.

Whenever on-airport agricultural operations are stopped due to wildlife hazards or annual harvest, FAA recommends plowing under all crop residue and harrowing the surface area smooth. This will reduce or eliminate the area's attractiveness to foraging wildlife. FAA recommends that this requirement be written into all on-airport farm use contracts and clearly understood by the lessee.

**Table 2. Minimum Distances Between Certain Airport Features And Any On-Airport Agriculture Crops.**

Aircraft Approach Category And Design Group <sup>1</sup>	Distance In Feet From Runway Centerline To Crop		Distance In Feet From Runway End To Crop		Distance In Feet From Centerline Of Taxiway To Crop	Distance In Feet From Edge Of Apron To Crop
	Visual & $\geq \frac{3}{4}$ mile	< $\frac{3}{4}$ mile	Visual & $\geq \frac{3}{4}$ mile	< $\frac{3}{4}$ mile		
<b>Category A &amp; B Aircraft</b>						
Group I	200 <sup>2</sup>	400	300 <sup>3</sup>	600	45	40
Group II	250	400	400 <sup>3</sup>	600	66	58
Group III	400	400	600	800	93	81
Group IV	400	400	1,000	1,000	130	113
<b>Category C, D &amp; E Aircraft</b>						
Group I	530 <sup>3</sup>	575 <sup>3</sup>	1,000	1,000	45	40
Group II	530 <sup>3</sup>	575 <sup>3</sup>	1,000	1,000	66	58
Group III	530 <sup>3</sup>	575 <sup>3</sup>	1,000	1,000	93	81
Group IV	530 <sup>3</sup>	575 <sup>3</sup>	1,000	1,000	130	113
Group V	530 <sup>3</sup>	575 <sup>3</sup>	1,000	1,000	160	138
Group VI	530 <sup>3</sup>	575 <sup>3</sup>	1,000	1,000	193	167

1. Design Groups are based on wing span, and Category depends on approach speed of the aircraft.

Group I: Wing span up to 49 ft.

Group II: Wing span 49 ft. up to 78 ft.

Group III: Wing span 79 ft. up to 117 ft.

Group IV: Wing span 118 ft. up to 170 ft.

Group V: Wing span 171 ft. up to 213 ft.

Group VI: Wing span 214 ft. up to 261 ft.

Category A: Speed less than 91 knots

Category B: Speed 91 knots up to 120 knots

Category C: Speed 121 knots up to 140 knots

Category D: Speed 141 knots up to 165 knots

Category E: Speed 166 knots or more

2. If the runway will only serve small airplanes (12,500 lb. and under) in Design Group I, this dimension may be reduced to 125 feet; however, this dimension should be increased where necessary to accommodate visual navigational aids that may be installed. For example farming operations should not be allowed within 25 feet of a Precision Approach Path Indicator (PAPI) light box.

3. These dimensions reflect the TSS as defined in AC 150/5300-13, Appendix 2. The TSS cannot be penetrated by any object. Under these conditions, the TSS is more restrictive than the OFA, and the dimensions shown here are to prevent penetration of the TSS by crops and farm machinery.

## SECTION 4. NOTIFICATION OF FAA ABOUT HAZARDOUS WILDLIFE ATTRACTANTS ON OR NEAR AN AIRPORT.

**4-1. GENERAL.** Airport operators, land developers, and owners should notify the FAA in writing of known or reasonably foreseeable land use practices on or near airports that either attract or may attract hazardous wildlife. This section discusses those notification procedures.

### **4-2. NOTIFICATION REQUIREMENTS FOR WASTE DISPOSAL SITE OPERATIONS.**

The Environmental Protection Agency (EPA) requires any operator proposing a new or expanded waste disposal operation within 5 statute miles of a runway end to notify the appropriate FAA Regional Airports Division Office and the airport operator of the proposal (40 CFR 258, *Criteria for Municipal Solid Waste Landfills*, section 258.10, *Airport Safety*). The EPA also requires owners or operators of new municipal solid waste landfill (MSWLF) units, or lateral expansions of existing MSWLF units that are located within 10,000 feet of any airport runway end used by turbojet aircraft or within 5,000 feet of any airport runway end used only by piston-type aircraft, to demonstrate successfully that such units are not hazards to aircraft.

**a. Timing of Notification.** When new or expanded MSWLFs are being proposed near airports, MSWLF operators should notify the airport operator and the FAA of this as early as possible pursuant to 40 CFR Part 258. Airport operators should encourage the MSWLF operators to provide notification as early as possible.

**NOTE:** AC 150/5000-3 provides information on these FAA offices.

**b. Putrescible-Waste Facilities.** In their effort to satisfy the EPA requirement, some putrescible-waste facility proponents may offer to undertake experimental measures to demonstrate that their proposed facility will not be a hazard to aircraft. To date, the ability to sustain a reduction in the numbers of hazardous wildlife to levels that existed before a putrescible-waste landfill began operating has not been successfully demonstrated. For this reason, demonstrations of experimental wildlife control measures should not be conducted in active aircraft operations areas.

**c. Other Waste Facilities.** To claim successfully that a waste handling facility sited within the separations identified in the siting criteria in 1-3

does not attract hazardous wildlife and does not threaten aviation, the developer must establish convincingly that the facility will not handle putrescible material other than that as outlined in 3-2. FAA requests that waste site developers provide a copy of an official permit request verifying that the facility will not handle putrescible material other than that as outlined in 3-2. FAA will use this information to determine if the facility will be a hazard to aviation.

### **4-3. NOTIFYING FAA ABOUT OTHER WILDLIFE ATTRACTANTS.**

While U. S. EPA regulations require landfill owners to provide notification, no similar regulations require notifying FAA about changes in other land use practices that can create hazardous wildlife attractants. Although it is not required by regulation, FAA requests those proposing land use changes such as those discussed in 2-3, 2-4, and 2-5 to provide similar notice to the FAA as early in the development process as possible. Airport operators that become aware of such proposed development in the vicinity of their airports should also notify the FAA. The notification process gives the FAA an opportunity to evaluate the effect of a particular land use change on aviation safety.

The land use operator or project proponent may use FAA Form 7460-1, *Notice of Proposed Construction or Alteration*, or other suitable documents to notify the appropriate FAA Regional Airports Division Office.

It is helpful if the notification includes a 15-minute quadrangle map of the area identifying the location of the proposed activity. The land use operator or project proponent should also forward specific details of the proposed land use change or operational change or expansion. In the case of solid waste landfills, the information should include the type of waste to be handled, how the waste will be processed, and final disposal methods.

### **4-5. FAA REVIEW OF PROPOSED LAND USE CHANGES.**

**a.** The FAA discourages the development of facilities discussed in section 2 that will be located within the 5,000/10,000-foot criteria in 1-3.

**b.** For projects which are located outside the 5,000/10,000-foot criteria, but within 5 statute miles of the airport's aircraft movement areas, loading ramps, or aircraft parking areas, FAA may review development plans, proposed land use changes, operational changes, or wetland mitigation plans to determine if such changes present potential wildlife hazards to aircraft operations. Sensitive airport areas will be identified as those that lie under or next to approach or departure airspace. This brief examination should be sufficient to determine if further investigation is warranted.

**c.** Where further study has been conducted by a wildlife damage management biologist to evaluate a site's compatibility with airport operations, the FAA will use the study results to make its determination.

**d.** FAA will discourage the development of any excepted sites (see Section 3) within the criteria specified in 1-3 if a study shows that the area supports hazardous wildlife species.

**4-6. AIRPORT OPERATORS.** Airport operators should be aware of proposed land use changes, or modification of existing land uses, that could create hazardous wildlife attractants within the separations identified in the siting criteria in 1-3. Particular attention should be given to proposed land uses involving creation or expansion of waste water treatment facilities, development of wetland mitigation sites, or development or expansion of dredge spoil containment areas.

**a. AIP-funded airports.** FAA recommends that operators of AIP-funded airports, to the extent practicable, oppose off-airport land use changes or practices (within the separations identified in the siting criteria in 1-3) that may attract hazardous wildlife. Failure to do so could place the airport operator or sponsor in noncompliance with applicable grant assurances.

FAA recommends against the placement of airport development projects pertaining to aircraft movement in the vicinity of hazardous wildlife attractants. Airport operators, sponsors, and planners should identify wildlife attractants and any associated wildlife hazards during any planning process for new airport development projects.

**b. Additional coordination.** If, after the initial review by FAA, questions remain about the existence of a wildlife hazard near an airport, the airport operator or sponsor should consult a wildlife damage management biologist. Such questions may be triggered by a history of wildlife strikes at the airport or the proximity of the airport to a wildlife refuge, body of water, or similar feature known to attract wildlife.

**c. Specialized assistance.** If the services of a wildlife damage management biologist are required, FAA recommends that land use developers or the airport operator contact the appropriate state director of the United States Department of Agriculture/Animal Damage Control (USDA/ADC), or a consultant specializing in wildlife damage management. Telephone numbers for the respective USDA/ADC state offices may be obtained by contacting USDA/ADC's Operational Support Staff, 4700 River Road, Unit 87, Riverdale, MD, 20737-1234, Telephone (301) 734-7921, Fax (301) 734-5157. The ADC biologist or consultant should be requested to identify and quantify wildlife common to the area and evaluate the potential wildlife hazards.

**d. Notifying airmen.** If an existing land use practice creates a wildlife hazard, and the land use practice or wildlife hazard cannot be immediately eliminated, the airport operator should issue a Notice to Airmen (NOTAM) and encourage the land owner or manager to take steps to control the wildlife hazard and minimize further attraction.

**APPENDIX 1. DEFINITIONS OF TERMS USED IN THIS ADVISORY CIRCULAR.**

**1. GENERAL.** This appendix provides definitions of terms used throughout this AC.

**a. Aircraft movement area.** The runways, taxiways, and other areas of an airport which are used for taxiing or hover taxiing, air taxiing, takeoff, and landing of aircraft exclusive of loading ramps and aircraft parking areas.

**b. Airport operator.** The operator (private or public) or sponsor of a public use airport.

**c. Approach or departure airspace.** The airspace, within 5 statute miles of an airport, through which aircraft move during landing or takeoff.

**d. Concurrent use.** Aeronautical property used for compatible non-aviation purposes while at the same time serving the primary purpose for which it was acquired; and the use is clearly beneficial to the airport. The concurrent use should generate revenue to be used for airport purposes (see Order 5190.6A, *Airport Compliance Requirements*, sect. 5h).

**e. Fly ash.** The fine, sand-like residue resulting from the complete incineration of an organic fuel source. Fly ash typically results from the combustion of coal or waste used to operate a power generating plant.

**f. Hazardous wildlife.** Wildlife species that are commonly associated with wildlife-aircraft strike problems, are capable of causing structural damage to airport facilities, or act as attractants to other wildlife that pose a wildlife-aircraft strike hazard.

**g. Piston-use airport.** Any airport that would primarily serve FIXED-WING, piston-powered aircraft. Incidental use of the airport by turbine-powered, FIXED-WING aircraft would not affect this designation. However, such aircraft should not be based at the airport.

**h. Public-use airport.** Any publicly owned airport or a privately-owned airport used or intended to be used for public purposes.

**i. Putrescible material.** Rotting organic material.

**j. Putrescible-waste disposal operation.** Landfills, garbage dumps, underwater waste discharges, or similar facilities where activities include processing, burying, storing, or otherwise disposing of putrescible material, trash, and refuse.

**k. Runway protection zone (RPZ).** An area off the runway end to enhance the protection of people and property on the ground (see AC 150/5300-13). The dimensions of this zone vary with the design aircraft, type of operation, and visibility minimum.

**l. Sewage sludge.** The de-watered effluent resulting from secondary or tertiary treatment of municipal sewage and/or industrial wastes, including sewage sludge as referenced in U.S. EPA's *Effluent Guidelines and Standards*, 40 C.F.R. Part 401.

**m. Shoulder.** An area adjacent to the edge of paved runways, taxiways, or aprons providing a transition between the pavement and the adjacent surface, support for aircraft running off the pavement, enhanced drainage, and blast protection (see AC 150/5300-13).

**n. Turbine-powered aircraft.** Aircraft powered by turbine engines including turbojets and turboprops but excluding turbo-shaft rotary-wing aircraft.

**o. Turbine-use airport.** Any airport that ROUTINELY serves FIXED-WING turbine-powered aircraft.

**p. Wastewater treatment facility.** Any devices and/or systems used to store, treat, recycle, or reclaim municipal sewage or liquid industrial wastes, including Publicly Owned Treatment Works (POTW), as defined by Section 212 of the Federal Water Pollution Control Act (P.L. 92-500) as amended by the Clean Water Act of 1977 (P.L. 95-576) and the Water Quality Act of 1987 (P.L. 100-4). This definition includes any pretreatment involving the reduction of the amount of pollutants, the elimination of pollutants, or the alteration of the nature of pollutant properties in wastewater prior to or in lieu of discharging or otherwise introducing such pollutants into a POTW. (See 40 C.F. R. Section 403.3 (o), (p), & (q)).

**q. Wildlife.** Any wild animal, including without limitation any wild mammal, bird, reptile, fish, amphibian, mollusk, crustacean, arthropod, coelenterate, or other invertebrate, including any part, product, egg, or offspring there of (50 CFR 10.12, *Taking, Possession, Transportation, Sale, Purchase, Barter, Exportation, and Importation of Wildlife and Plants*). As used in this AC, WILDLIFE includes feral animals and domestic animals while out of the control of their owners (14 CFR 139.3, *Certification and Operations: Land Airports Serving CAB-Certificated Scheduled Air Carriers Operating Large Aircraft (Other Than Helicopters)*).

**r. Wildlife attractants.** Any human-made structure, land use practice, or human-made or natural geographic feature, that can attract or sustain hazardous wildlife within the landing or departure airspace, aircraft movement area, loading ramps, or aircraft parking areas of an airport. These attractants can include but are not limited to architectural features, landscaping, waste disposal sites, wastewater treatment facilities, agricultural or aquacultural activities, surface mining, or wetlands.

**s. Wildlife hazard.** A potential for a damaging aircraft collision with wildlife on or near an airport (14 CFR 139.3).

**2. RESERVED.**