

#### DEPARTMENT OF THE ARMY U.S. ARMY CORPS OF ENGINEERS, SACRAMENTO DISTRICT 1325 J STREET SACRAMENTO CA 95814-2922

CESPK-RD-U

25 March 2024

# MEMORANDUM FOR RECORD

SUBJECT: US Army Corps of Engineers (Corps) Pre-2015 Regulatory Regime Approved Jurisdictional Determination in Light of *Sackett v. EPA*, 143 S. Ct. 1322 (2023) ,<sup>1</sup> [SPK-2023-00780] (MFR 1 of 1)<sup>2</sup>

BACKGROUND. An Approved Jurisdictional Determination (AJD) is a Corps document stating the presence or absence of waters of the United States on a parcel or a written statement and map identifying the limits of waters of the United States on a parcel. AJDs are clearly designated appealable actions and will include a basis of JD with the document.<sup>3</sup> AJDs are case-specific and are typically made in response to a request. AJDs are valid for a period of five years unless new information warrants revision of the determination before the expiration date or a District Engineer has identified, after public notice and comment, that specific geographic areas with rapidly changing environmental conditions merit re-verification on a more frequent basis.<sup>4</sup> For the purposes of this AJD, we have relied on section 10 of the Rivers and Harbors Act of 1899 (RHA),<sup>5</sup> the Clean Water Act (CWA) implementing regulations published by the Department of the Army in 1986 and amended in 1993 (references 2.a. and 2.b. respectively), the 2008 Rapanos-Carabell guidance (reference 2.c.), and other applicable guidance, relevant case law and longstanding practice, (collectively the pre-2015 regulatory regime), and the *Sackett* decision (reference 2.d.) in evaluating iurisdiction.

<sup>&</sup>lt;sup>1</sup> While the Supreme Court's decision in *Sackett* had no effect on some categories of waters covered under the CWA, and no effect on any waters covered under RHA, all categories are included in this Memorandum for Record for efficiency.

<sup>&</sup>lt;sup>2</sup> When documenting aquatic resources within the review area that are jurisdictional under the Clean Water Act (CWA), use an additional MFR and group the aquatic resources on each MFR based on the TNW, interstate water, or territorial seas that they are connected to. Be sure to provide an identifier to indicate when there are multiple MFRs associated with a single AJD request (i.e., number them 1, 2, 3, etc.).

<sup>&</sup>lt;sup>3</sup> 33 CFR 331.2.

<sup>&</sup>lt;sup>4</sup> Regulatory Guidance Letter 05-02.

<sup>&</sup>lt;sup>5</sup> USACE has authority under both Section 9 and Section 10 of the Rivers and Harbors Act of 1899 but for convenience, in this MFR, jurisdiction under RHA will be referred to as Section 10.

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This Memorandum for Record (MFR) constitutes the basis of jurisdiction for a Corps AJD as defined in 33 CFR §331.2. The features addressed in this AJD were evaluated consistent with the definition of "waters of the United States" found in the pre-2015 regulatory regime and consistent with the Supreme Court's decision in *Sackett*. This AJD did not rely on the 2023 "Revised Definition of 'Waters of the United States," as amended on 8 September 2023 (Amended 2023 Rule) because, as of the date of this decision, the Amended 2023 Rule is not applicable in Utah due to litigation.

#### 1. SUMMARY OF CONCLUSIONS.

a. Provide a list of each individual feature within the review area and the jurisdictional status of each one (i.e., identify whether each feature is/is not a water of the United States and/or a navigable water of the United States).

- 1. Parowan Creek, non-jurisdictional under Section 404 of the Clean Water Act
- 2. Wetland 1, non-jurisdictional under Section 404 of the Clean Water Act
- 3. Wetland 2, non-jurisdictional under Section 404 of the Clean Water Act
- 4. Wetland 3, non-jurisdictional under Section 404 of the Clean Water Act
- 5. Wetland 4, non-jurisdictional under Section 404 of the Clean Water Act
- 6. Wetland 5, non-jurisdictional under Section 404 of the Clean Water Act
- 7. O1, ditch, non-jurisdictional under Section 404 of the Clean Water Act
- 8. O2, ditch, non-jurisdictional under Section 404 of the Clean Water Act
- 9. O5, ditch, non-jurisdictional under Section 404 of the Clean Water Act
- 10. O6, ditch, non-jurisdictional under Section 404 of the Clean Water Act
- 11. O7, ditch, non-jurisdictional under Section 404 of the Clean Water Act
- 12. O8, ditch, non-jurisdictional under Section 404 of the Clean Water Act
- 13. S1, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 14. S3, tributary, non-jurisdictional under Section 404 of the Clean Water Act
- 15. S4, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 16. S6, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 17. S8, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 18. S11, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 19. S14, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 20. S16, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 21. S18, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act

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- 22. S26 (Dry Lakes Creek), tributary, non-jurisdictional under Section 404 of the Clean Water Act
- 23. S28, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 24. S30, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 25. S33, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 26. S35, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 27. S37, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 28. S40, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 29. S42, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 30. S45, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 31. O9, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act
- 32. O11, tributary, non-jurisdictional under Section 404 of the Clean Water Act
- O12, erosion swale, non-jurisdictional under Section 404 of the Clean Water Act

## 2. REFERENCES.

a. Final Rule for Regulatory Programs of the Corps of Engineers, 51 FR 41206 (November 13, 1986).

b. Clean Water Act Regulatory Programs, 58 FR 45008 (August 25, 1993).

c. U.S. EPA & U.S. Army Corps of Engineers, Clean Water Act Jurisdiction Following the U.S. Supreme Court's Decision in *Rapanos v. United States & Carabell v. United States* (December 2, 2008)

d. Sackett v. EPA, 598 U.S. \_, 143 S. Ct. 1322 (2023)

3. REVIEW AREA.

The approximately 209-acre review area is located on the

in Parowan Canyon from milepost 3.9 to 16.5, near Parowan, Iron County, Utah (AJD MFR Enclosure 1). Parowan Creek is an isolated, non-navigable relatively permanent stream that flows approximately 10 miles

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from Brian Head, Utah to Parowan, Utah where it drains into agricultural fields adjacent to Little Salt Lake.

4. NEAREST TRADITIONAL NAVIGABLE WATER (TNW), INTERSTATE WATER, OR THE TERRITORIAL SEAS TO WHICH THE AQUATIC RESOURCE IS CONNECTED.

Parowan Creek is not connected to a TNW, interstate water, or territorial sea. The closest TNW to Parowan Creek is the Virgin River (approximately 46 miles away in a separate watershed), to which Parowan Creek has no downstream connection.

5. FLOWPATH FROM THE SUBJECT AQUATIC RESOURCES TO A TNW, INTERSTATE WATER, OR THE TERRITORIAL SEAS.

Parowan Creek is not connected to a TNW, interstate water, or territorial sea.

6. SECTION 10 JURISDICTIONAL WATERS<sup>6</sup>: There are no aquatic resources or other features within the review area determined to be jurisdictional in accordance with Section 10 of the Rivers and Harbors Act of 1899.<sup>7</sup>

7. SECTION 404 JURISDICTIONAL WATERS: There are no aquatic resources or other features within the review area determined to be jurisdictional in accordance with the pre-2015 regulatory regime and consistent with the Supreme Court's decision in *Sackett.* 

## 8. NON-JURISDICTIONAL AQUATIC RESOURCES AND FEATURES

a. There are no aquatic resources and other features within the review area identified as "generally non-jurisdictional" in the preamble to the 1986 regulations (referred to as "preamble waters").<sup>7</sup>

b. There are aquatic resources and features within the review area identified as "generally not jurisdictional" in the *Rapanos* guidance.

O1 (127.7m), O2 (79.2m), O5 (74.4m), O6 (249.6m), O7 (83.2m), and O8 (57.6m) are roadside ditches. The ditches are excavated wholly in and draining only uplands and do not carry a relatively permanent flow of water. As such, they are not tributaries. Further, they do not connect/convey flows to a downstream TNW. O1, O2, O5, O6, O7, and O8 were evaluated during the delineation conducted by and determined to have little flow.

<sup>&</sup>lt;sup>6</sup> 33 CFR 329.9(a) A waterbody which was navigable in its natural or improved state, or which was susceptible of reasonable improvement (as discussed in § 329.8(b) of this part) retains its character as "navigable in law" even though it is not presently used for commerce or is presently incapable of such use because of changed conditions or the presence of obstructions.

<sup>&</sup>lt;sup>7</sup> 51 FR 41217, November 13, 1986.

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S1 (41.1m), S4 (61.6m), S6(217.6m), S8(63.1m), S11(67.1m), S14 (56.2m), S16 (66.4m), S18(61.6m), S28 (32.3m), S30 (32.9m), S33 (117m), S35 (46.9m), S37 (32.2m), S40 (35.4m), S42 (28.7m), S45 (39m), O9 (65.5m), O10 (28.7m), and O12 (55.2m) are swales/erosional features and are not tributaries. These features were evaluated during the delineation conducted by

and were characterized as swales/erosional features because they showed signs of low volume, infrequent, or short duration flow.

c. There are no aquatic resources and features identified within the review area as waste treatment systems, including treatment ponds or lagoons designed to meet the requirements of the CWA.

d. There are no aquatic resources and features within the review area determined to be prior converted cropland in accordance with the 1993 regulations (reference 2.b.).

e. There are no aquatic resources (i.e., lakes and ponds) within the review area, which do not have a nexus to interstate or foreign commerce, and prior to the January 2001 Supreme Court decision in "SWANCC," would have been jurisdictional based solely on the "Migratory Bird Rule."

f. Describe aquatic resources and features within the review area that were determined to be non-jurisdictional because they do not meet one or more categories of waters of the United States under the pre-2015 regulatory regime consistent with the Supreme Court's decision in *Sackett* (e.g., tributaries that are non-relatively permanent waters; non-tidal wetlands that do not have a continuous surface connection to a jurisdictional water).

Parowan Creek, totaling 16,655 linear feet, is an isolated, non-navigable, relatively permanent water (perennial flows) that does not have a connection to a downstream TNW. Parowan Creek originates within Parowan Canyon in Brianhead, Utah where it flows north through the town of Parowan and eventually terminates in agricultural fields.

W1-W5 are non-tidal wetlands that have a continuous surface connection to Parowan Creek. Because Parowan Creek does not have a connection to a TNW, it is non-jurisdictional and thus W1-W5, totaling 0.56-acre do not have a continuous surface connection to an a(1) or a(5) water.

9. DATA SOURCES. List sources of data/information used in making determination. Include titles and dates of sources used and ensure that information referenced is available in the administrative record.

a. Aquatic Resources Delineation Report, Parowan Creek, SR-143 Improvements (PIN 20537) dated October 31, 2023, prepared by

The consultant prepared the wetland delineation report in accordance

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with the U.S Army Corps of Engineers 1987 Wetland Delineation Manual and the USACE Regional Supplement for the Arid West Region.

b. Photographs: Photos included in the Aquatic Resources Delineation Report.

c. LiDAR- National Layer in the National Regulatory Viewer for the South Pacific Division. Retrieved 16 February 2024.

d. National Hydrography Dataset Flowlines- Large Scale from National Layers in the National Layers in the National Regulatory Viewer for the South Pacific Division. Retrieved 16 February 2024.

e. USDA Natural Resources Conservation Service Soil Survey: Included in the Aquatic Resources Delineation Report.

f. Topographic Map-National Layer in the National Regulatory Viewer for the South Pacific Division: Included in the Aquatic Resources Delineation Report.

g. Flow Map- Included in the Aquatic Resources Delineation Report.

h. Approved Jurisdictional Determination-SPK-2007-01171.

## 10. OTHER SUPPORTING INFORMATION.

In 2008, an approved jurisdictional determination was completed by the Corps for Parowan Creek (SPK-2007-01171). The 2008 determination provided documentation that water rights issued by the State of Utah along Parowan Creek demonstrated that Parowan Creek was currently used, was used in the past, and may be susceptible to use in interstate commerce and therefore qualified as "water of the United States" under 33 CFR Part 328.3 (a)(3). These uses include hydro-electric power production, wateruse for summer homes housing out-of-state residents, recreation opportunities, and sanitation purpose within the ski lodge. In accordance with the 2007 Memorandum, Coordination on Jurisdictional Determinations (JDs) under CWCA section 404 in Light of the Rapanos and SWANCC Supreme Court Decisions, the Sacramento District requested formal Headquarters approval of jurisdictional assertion over Parowan Creek based solely on links to interstate commerce as provided under 40 CFR 230.3(s) and 33 CFR 328.3(a)(3). The EPA and Corps determined that there was insufficient basis for asserting CWA jurisdiction. The District indicated that Parowan Creek is isolated, nonnavigable and not adjacent to any water of the United States, and that the sole prospective basis for asserting jurisdiction was the actual or potential use of the area by

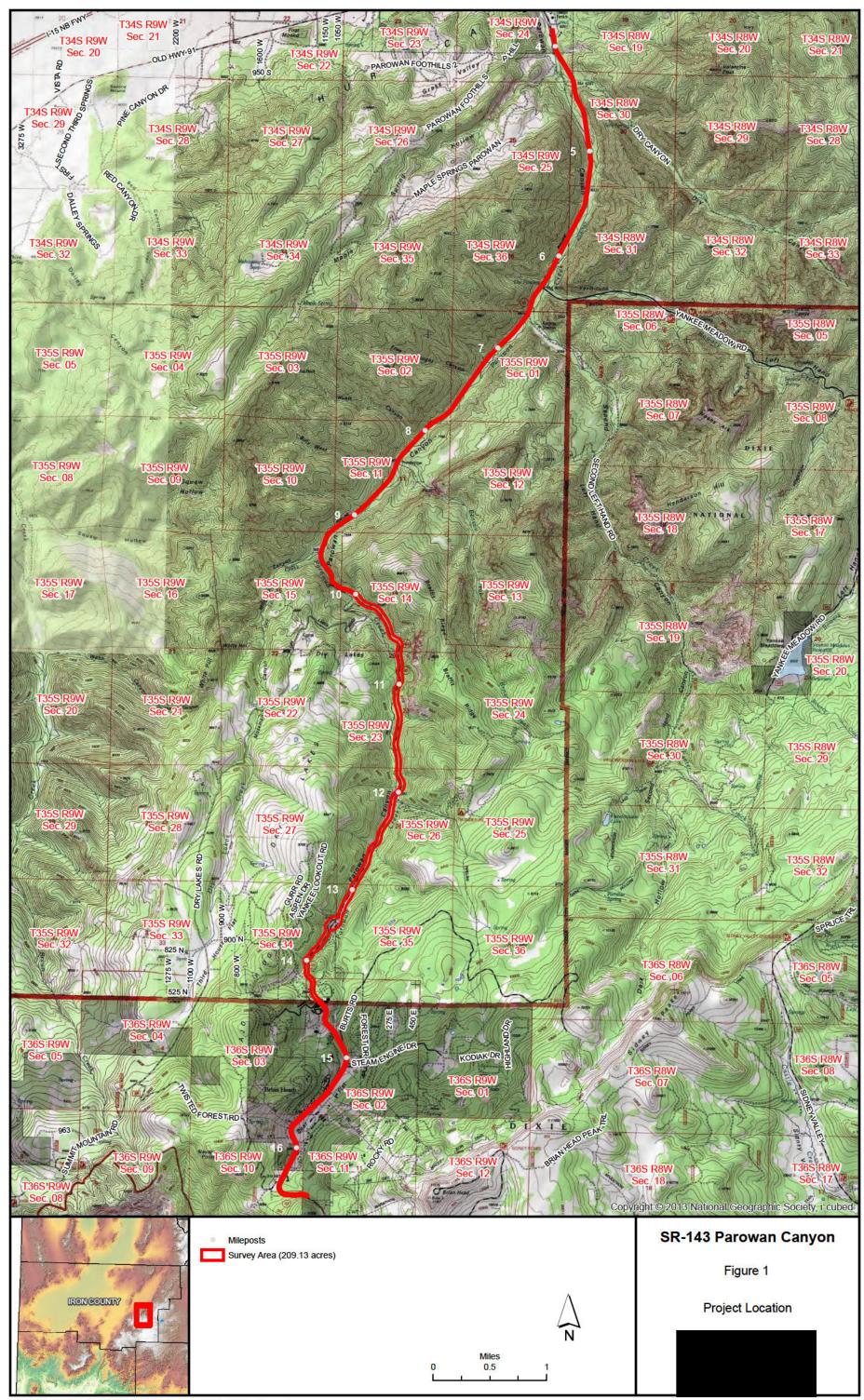
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interstate commerce, as defined in 33 CFR 328.3(a)(3). The Corps and EPA jointly concluded that the information used to support jurisdiction under 33 CFR 328.3(a)(3) was not sufficient.

11. NOTE: The structure and format of this MFR were developed in coordination with the EPA and Department of the Army. The MFR's structure and format may be subject to future modification or may be rescinded as needed to implement additional guidance from the agencies; however, the approved jurisdictional determination described herein is a final agency action.

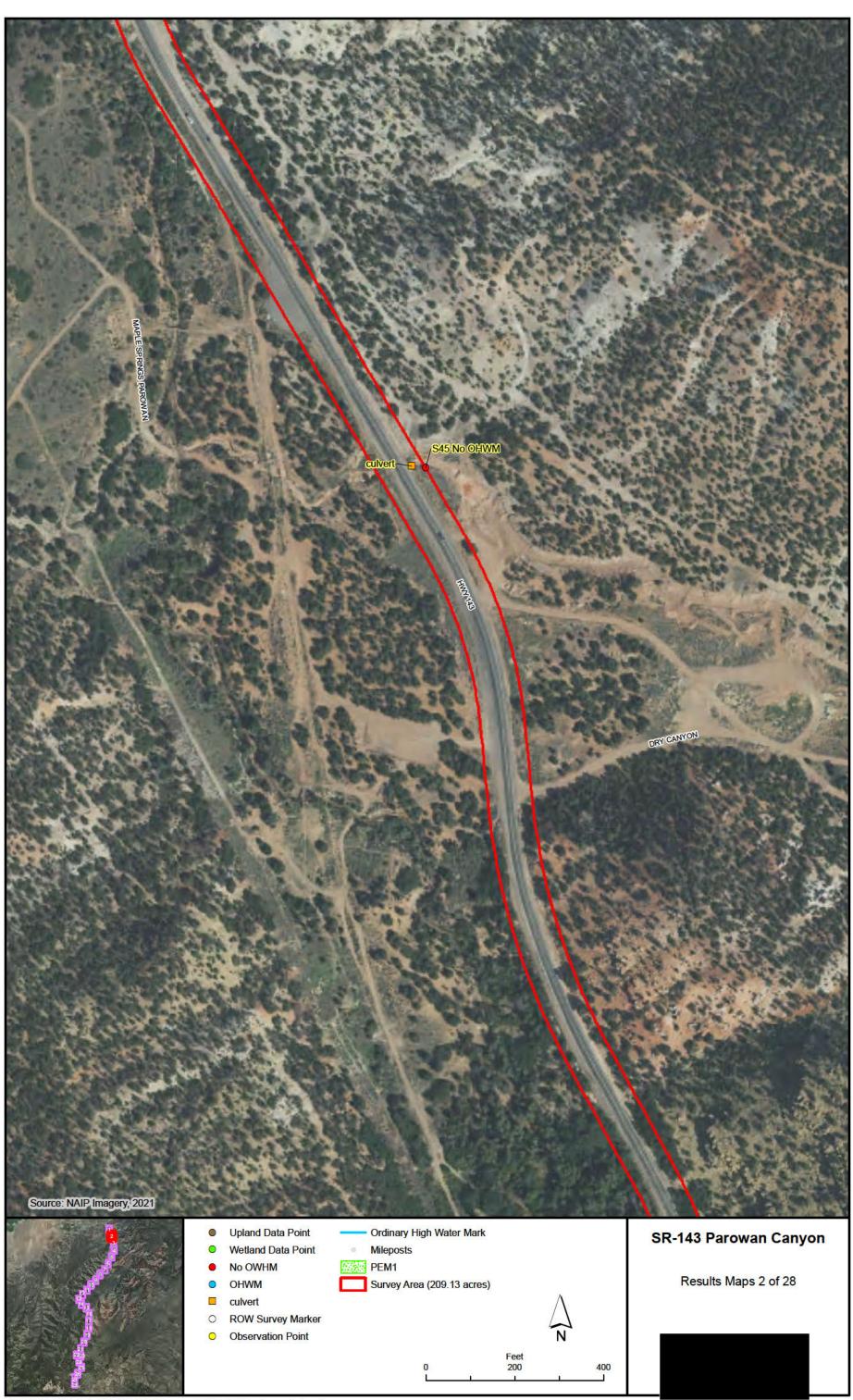
3 ENCL Enclosure 1: Location Map Enclosure 2: NHD Map Enclosure 3: AR Map





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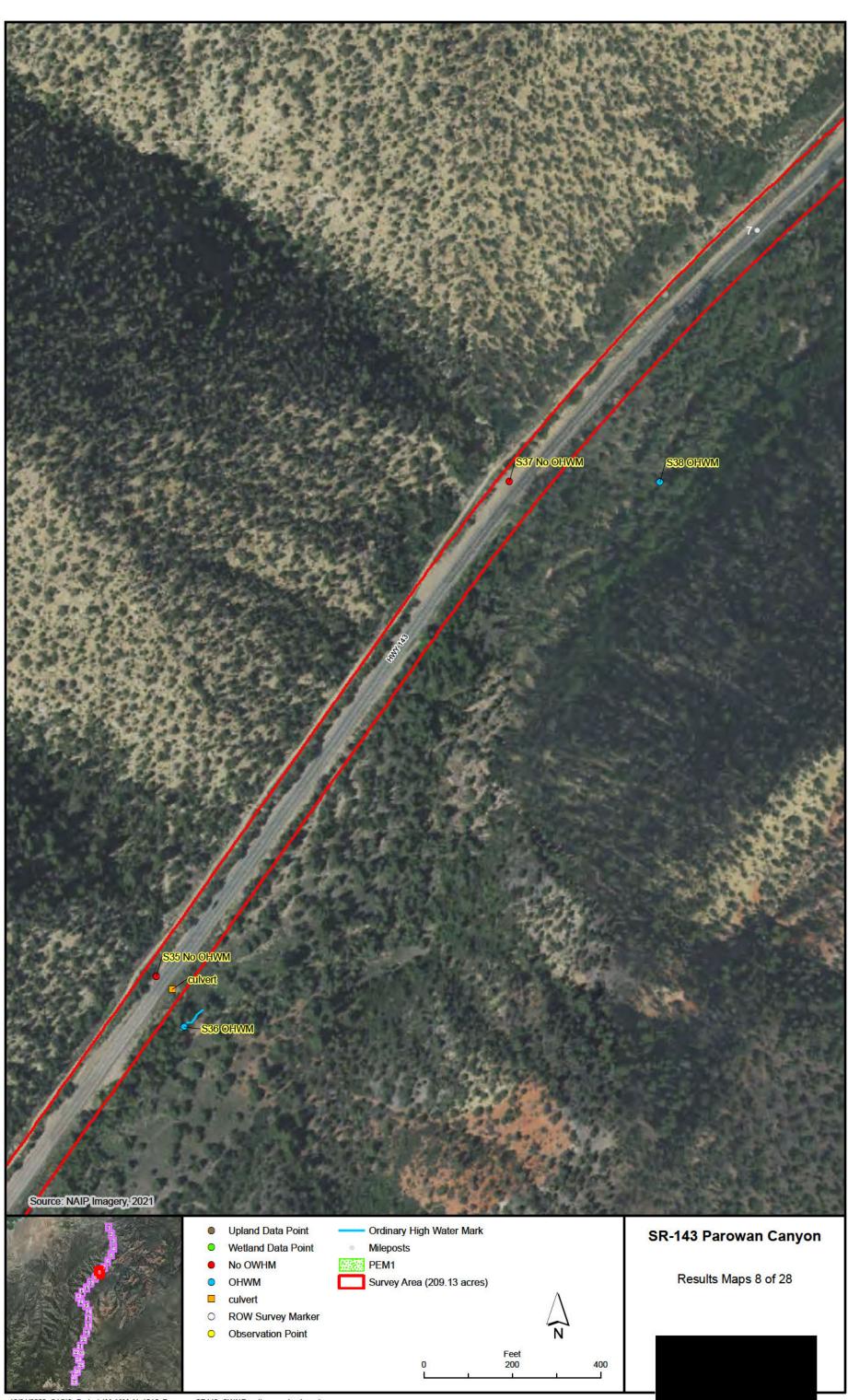


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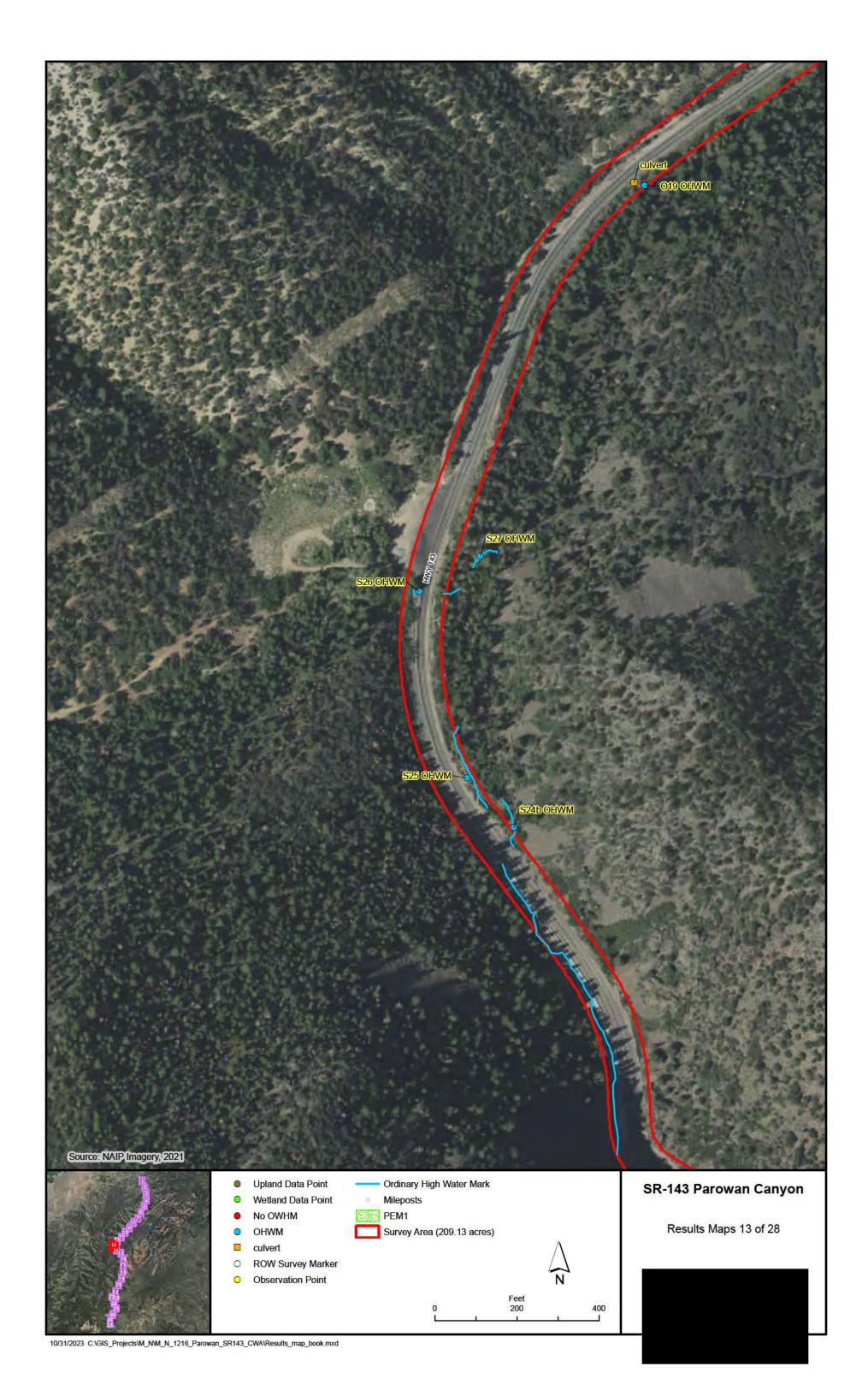


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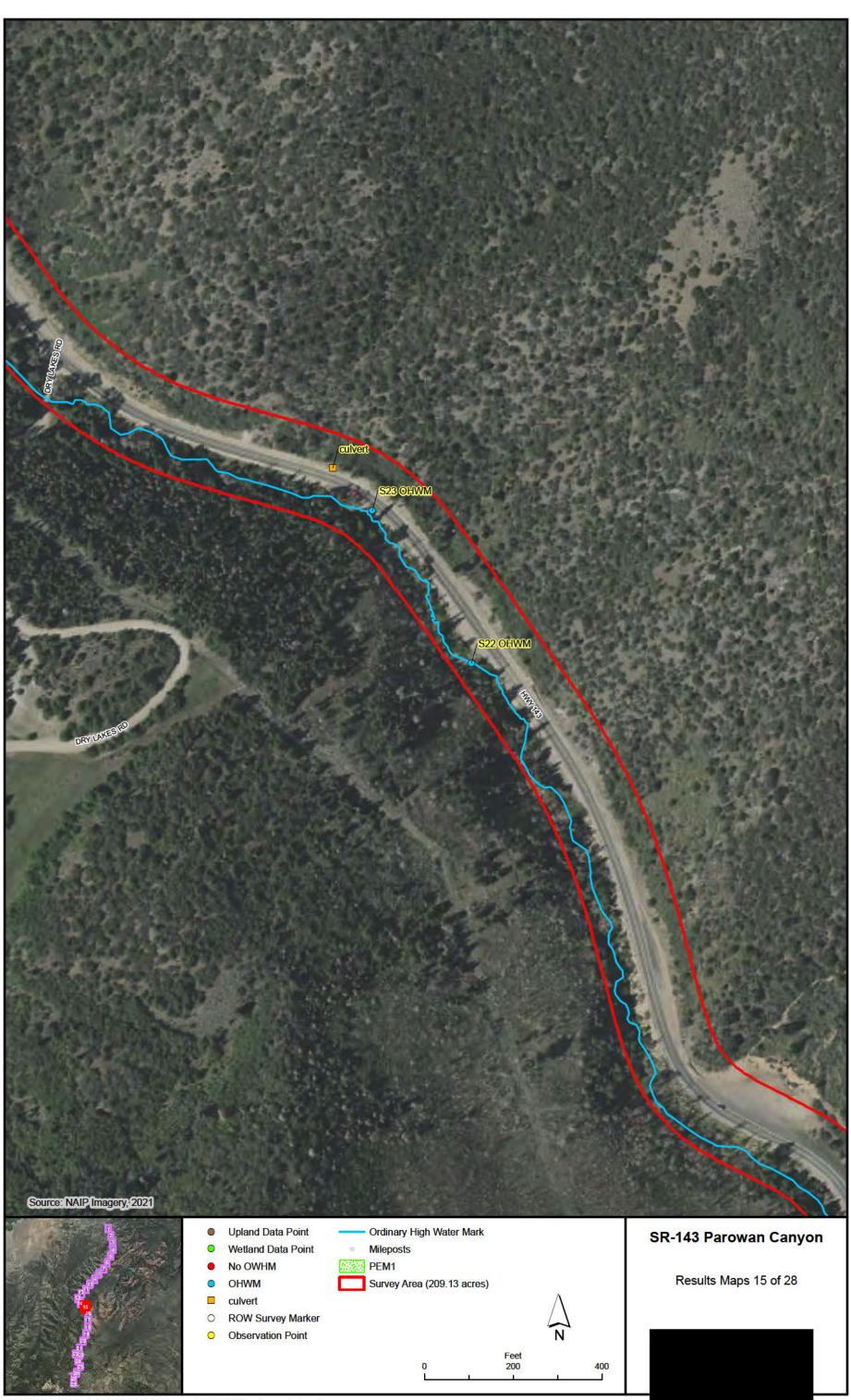




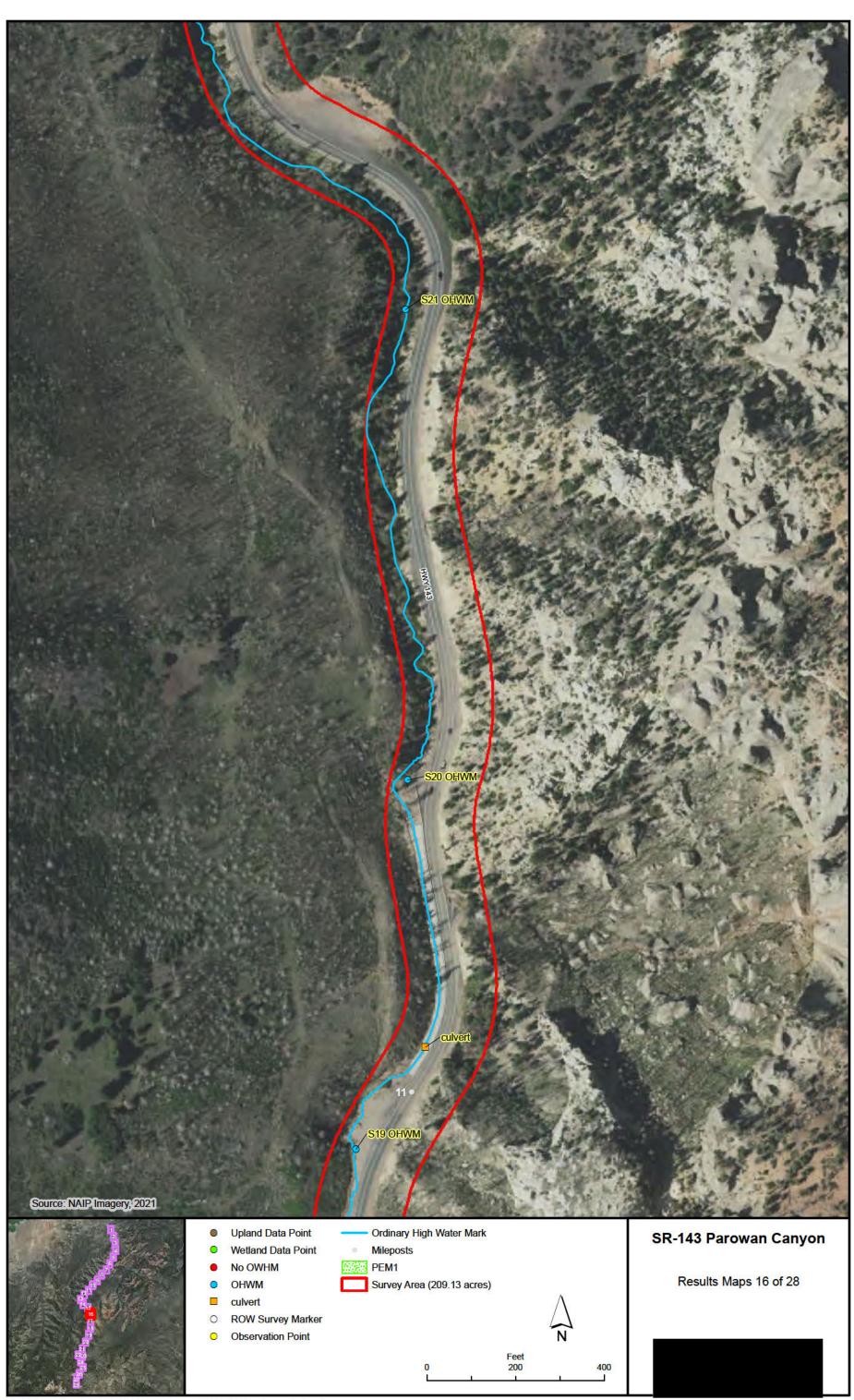








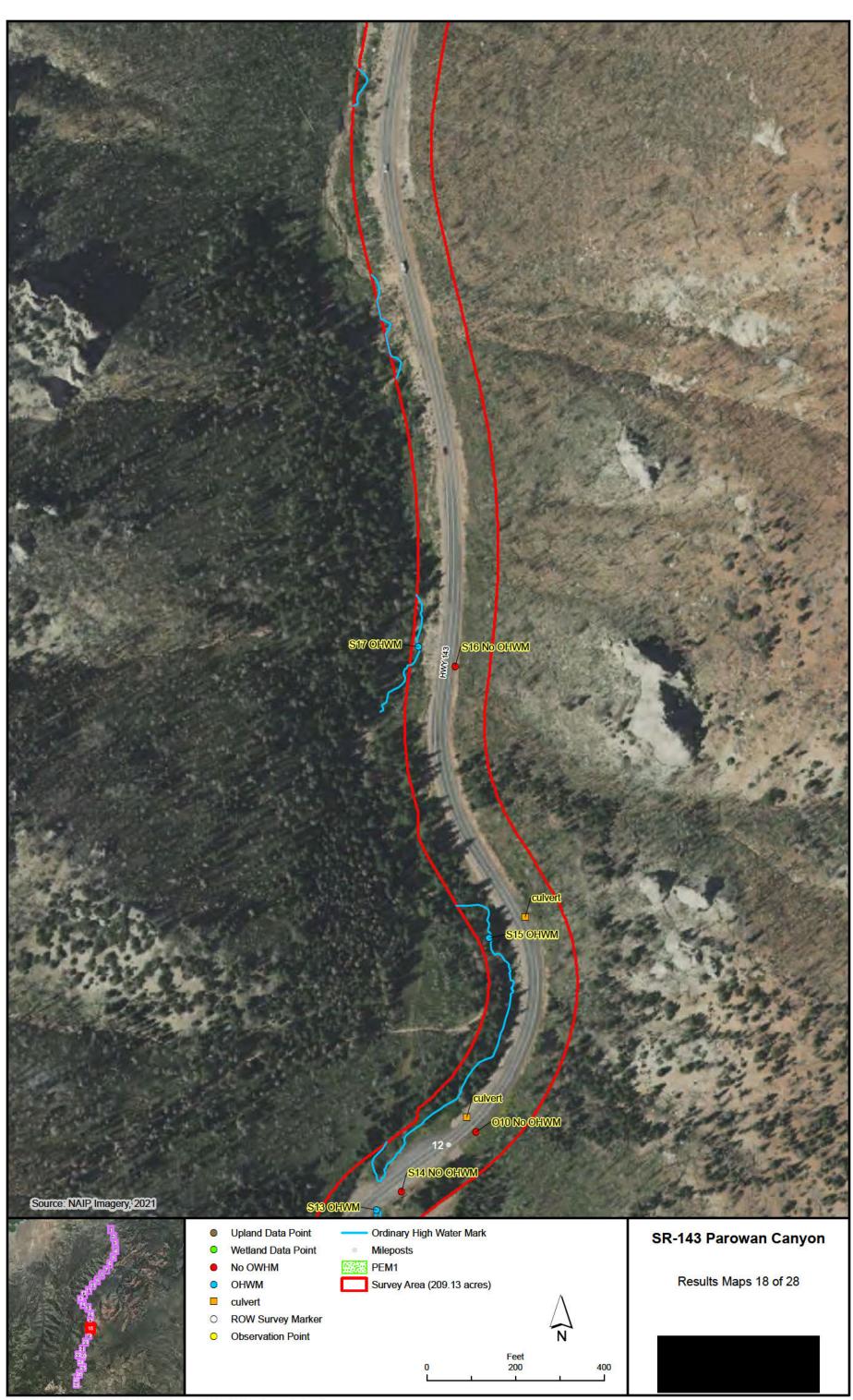
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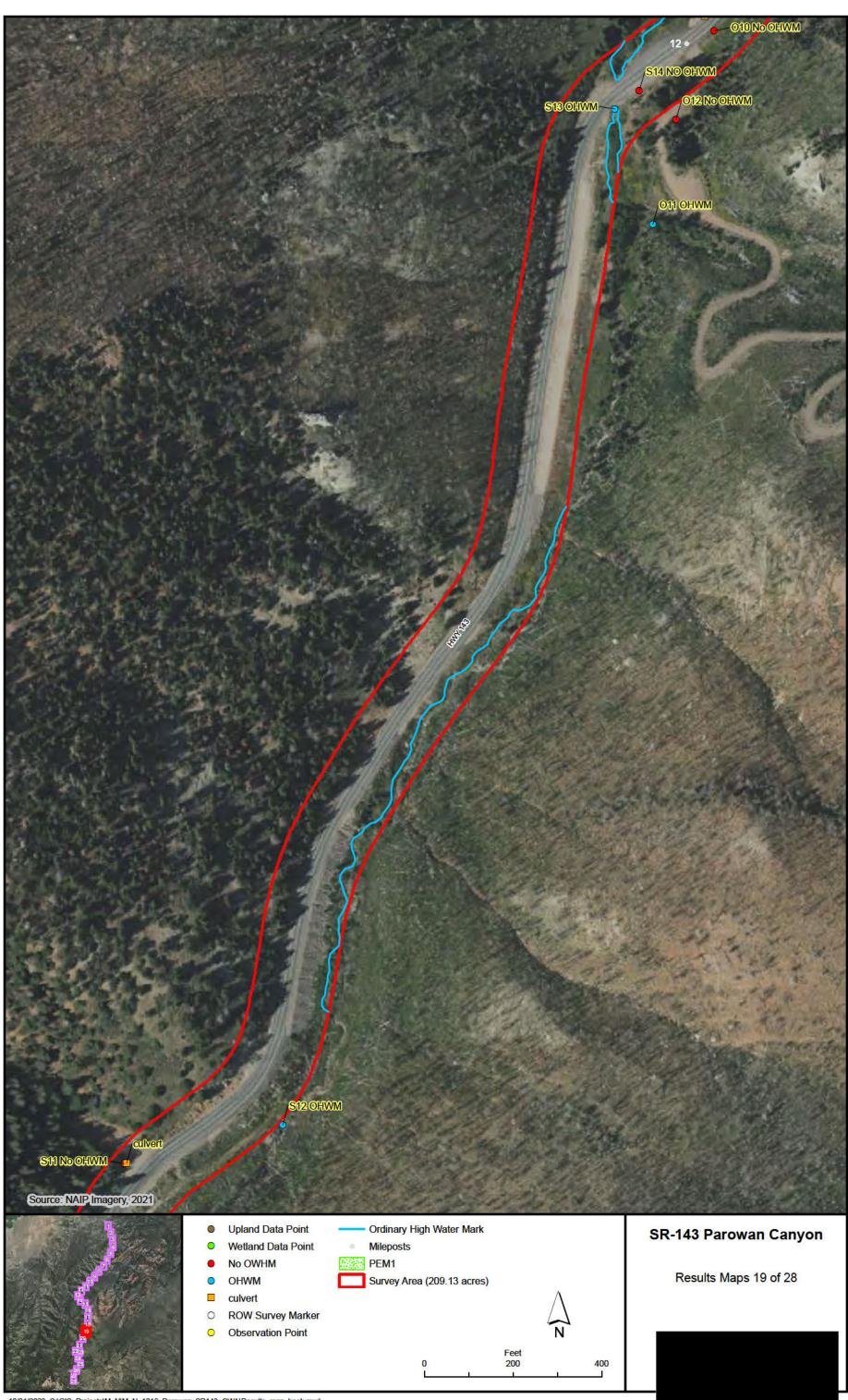
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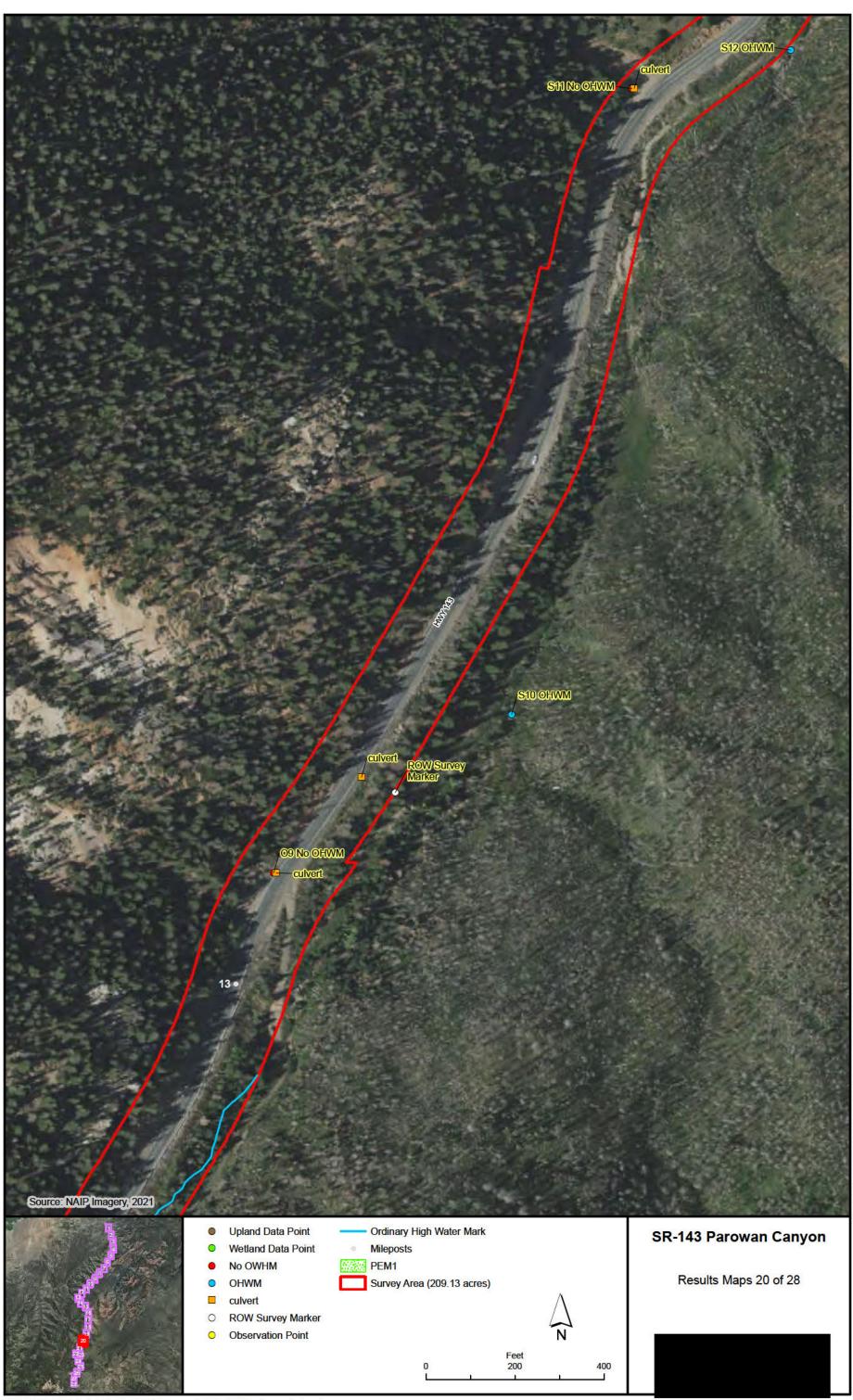


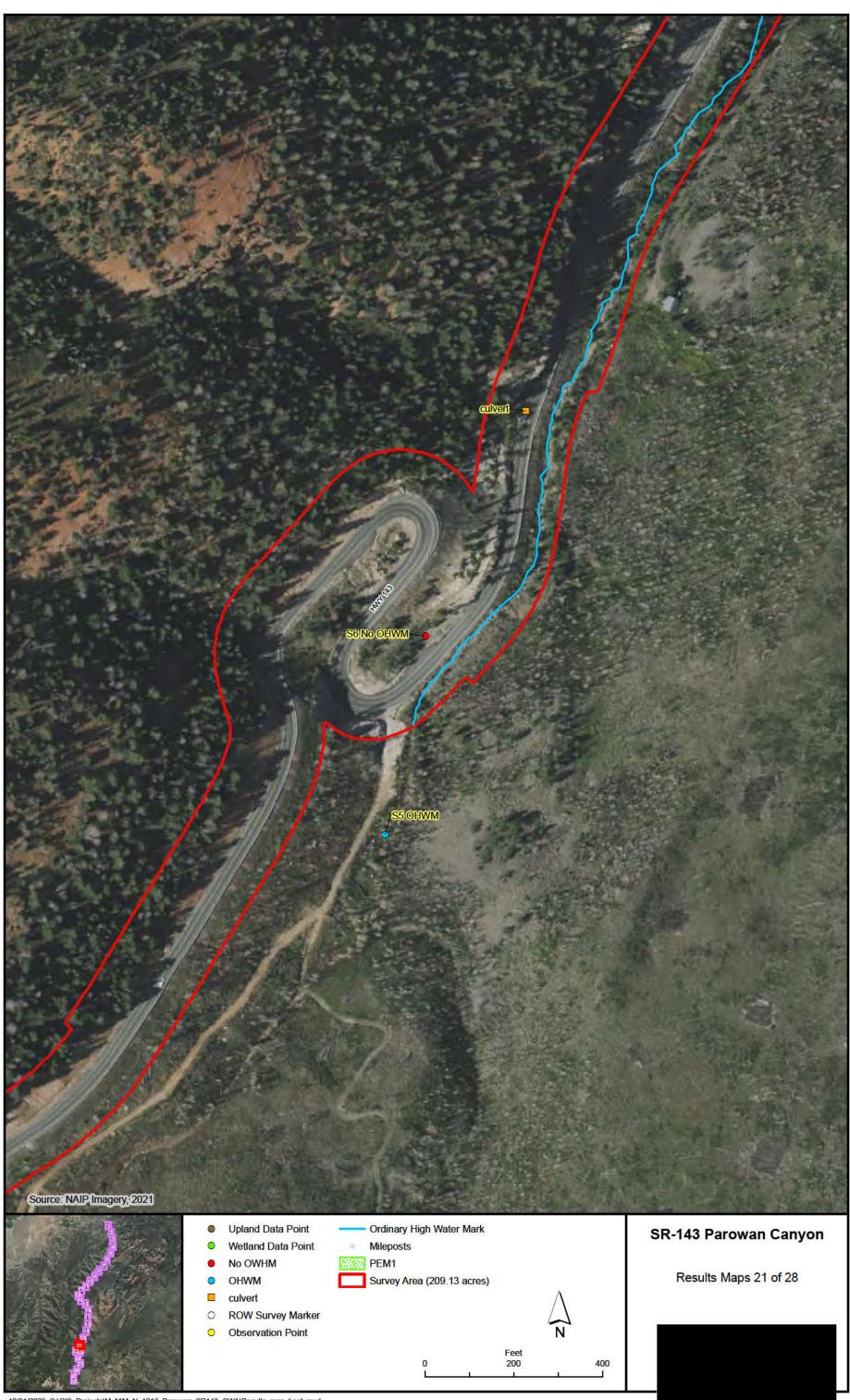
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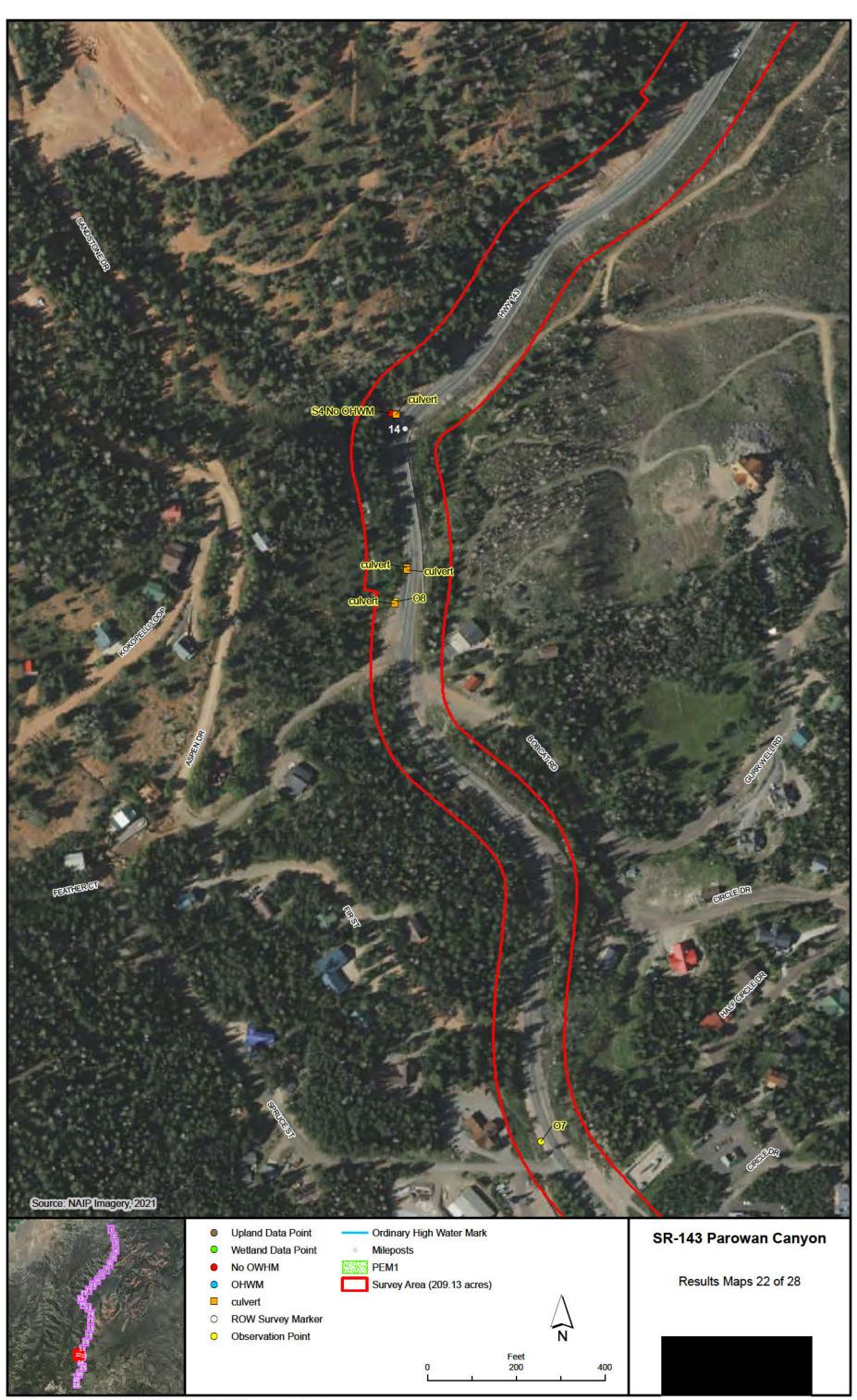


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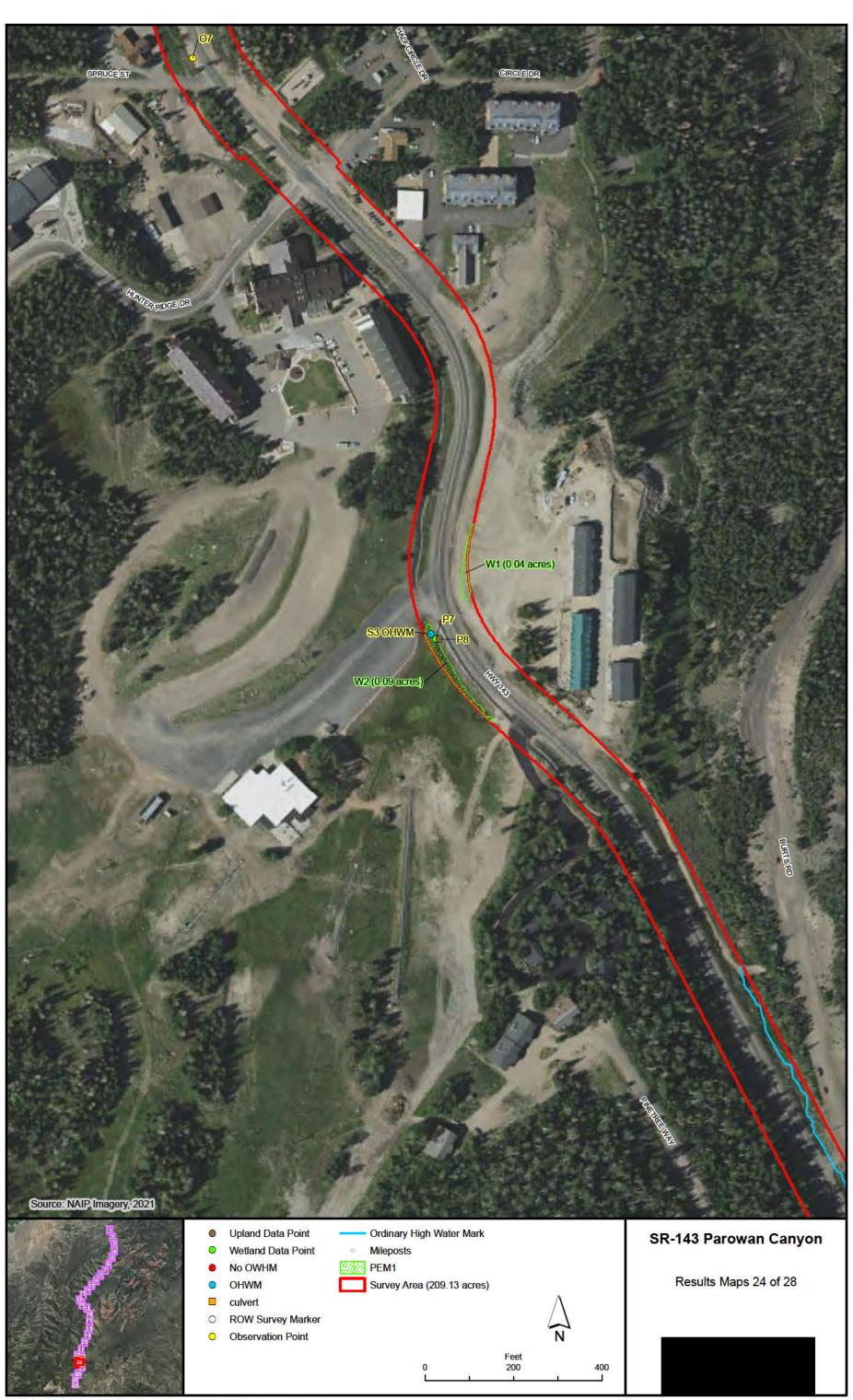


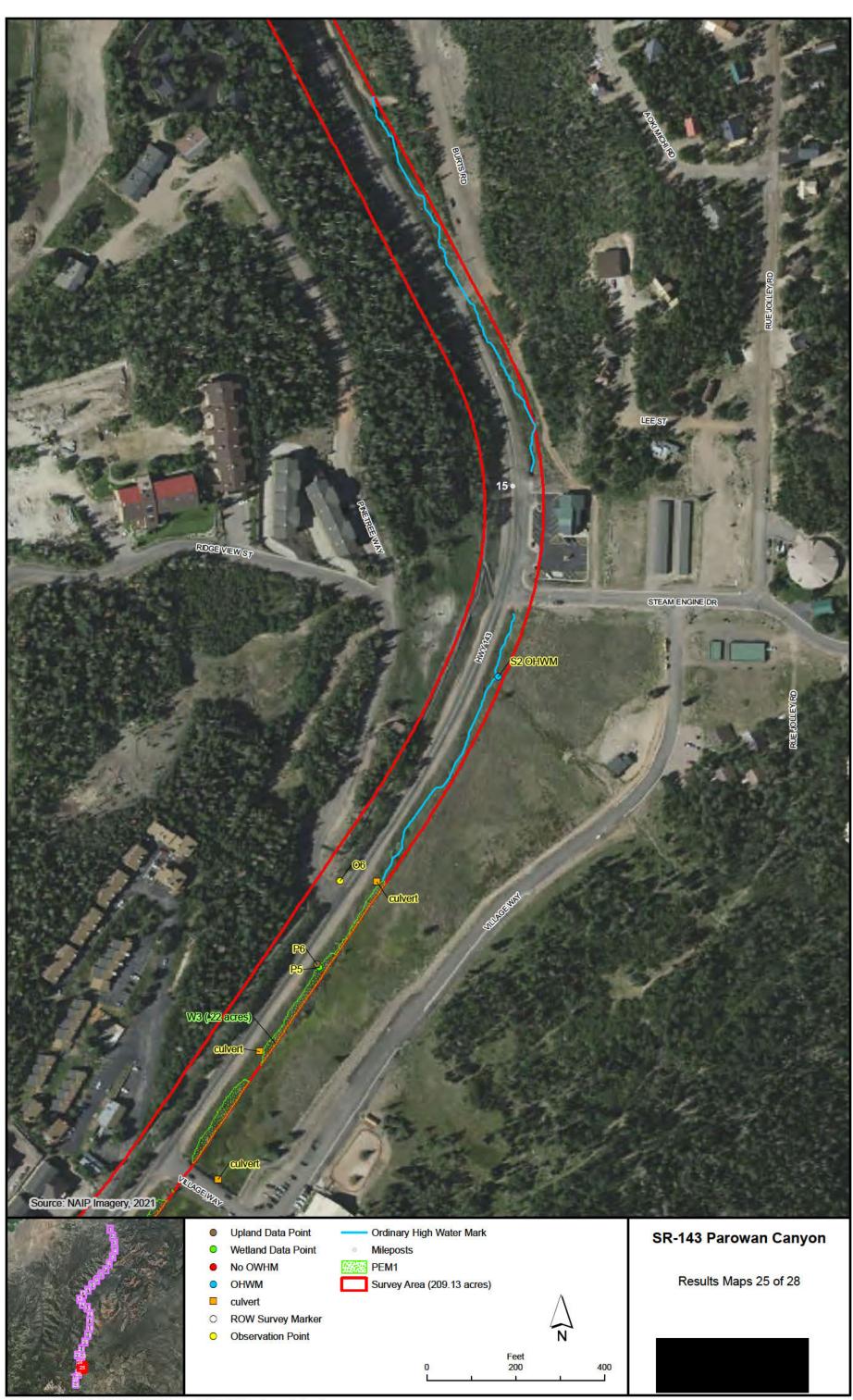






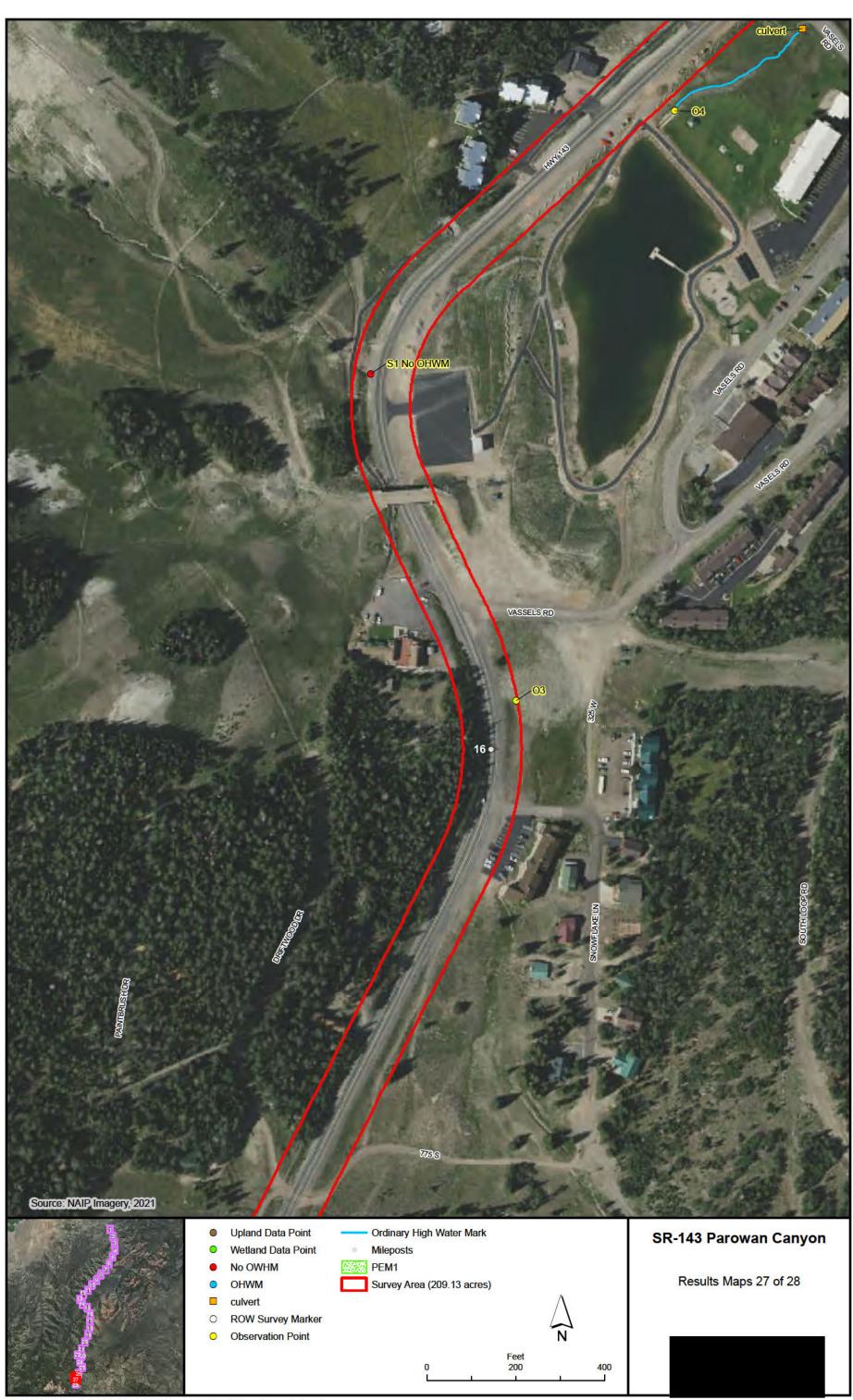
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