

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

CESPK-RDI-U

18 DECEMBER 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),¹ [SPK-2022-00682] (MFR 1 of 1)

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.² 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.³ For the purposes of this AJD, we have relied on section 10 of the Rivers and Harbors Act of 1899 (RHA),⁴ 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 jurisdiction.

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 this state due to litigation.

¹ 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.

² 33 CFR 331.2.

³ Regulatory Guidance Letter 05-02.

⁴ 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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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) Wetland 1, jurisdictional
- (2) Wetland 2a, jurisdictional
- (3) Wetland 2b, jurisdictional
- (4) Wetland 3, jurisdictional
- (5) Wetland 4, non-jurisdictional
- (6) Wetland 5, non-jurisdictional
- (7) Wetland 6, jurisdictional
- (8) Wetland 7, non-jurisdictional
- (9) Wetland 8, non-jurisdictional
- (10) Wetland 9, non-jurisdictional
- (11) Wetland 10a, jurisdictional
- (12) Wetland 10b, jurisdictional
- (13) Wetland 11a, non-jurisdictional
- (14) Wetland 11b, non-jurisdictional
- (15) Wetland 11c, non-jurisdictional
- (16) Wetland 11d, non-jurisdictional
- (17) Ditch 1, non-jurisdictional
- (18) Ditch 2, jurisdictional
- (19) Playa 1, jurisdictional
- (20) Playa 2a, jurisdictional
- (21) Playa 2b, jurisdictional

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- (22) Playa 2c, jurisdictional
- (23) Playa 2d, jurisdictional
- (24) Playa 3, jurisdictional
- (25) Playa 4a, jurisdictional
- (26) Playa 4b, jurisdictional

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)

e. Lichvar, R., Brostoff, W. & Sprecher, S. Surficial features associated with ponded water on playas of the arid southwestern United States: Indicators for delineating regulated areas under the Clean Water Act. *Wetlands* **26**, 385–399 (2006). https://doi.org/10.1672/0277-5212(2006)26[385:SFAWPW]2.0.CO;2

f. Brostoff, W.N., Lichvar, R., & Sprecher, S.W. (2001). Delineating playas in the arid southwest: a literature review. Engineer Research and Development Center TR-01-4.

3. REVIEW AREA. The approximately 949-acre review area is located in Sections 20, 21, and 22 of Township 6 North, Range 3 West, Latitude 41.240143°, Longitude -112.189392°, Weber County, Utah (AJD MFR Enclosure 1).

4. NEAREST TRADITIONAL NAVIGABLE WATER (TNW), INTERSTATE WATER, OR THE TERRITORIAL SEAS TO WHICH THE AQUATIC RESOURCE IS CONNECTED. The nearest TNW is the Great Salt Lake (GSL), which is a water of the United States pursuant to 33 C.F.R. §328.3(a)(1) and 40 C.F.R. §230.3(s)(1), the "traditional navigable waters." Waters are traditional navigable waters if they meet one of the following criteria:

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a. Are subject to section 9 or 10 of the Rivers and Harbors Appropriations Act of 1899;

b. Have been determined by a federal court to be navigable-in-fact under Federal law;

c. Are waters currently being used for commercial navigation, including commercial waterborne recreation (for example, boat rentals, guided fishing trips, or water ski tournaments);

d. Have historically been used for commercial navigation, including commercial waterborne recreation; or

e. Are susceptible to being used in the future for commercial navigation, including commercial waterborne recreation.

The Great Salt Lake meets Criteria b, above, having been found navigable-in-fact under Federal law in *Utah v. United States*, 403 U.S. 9 (1971). Thus, the Great Salt Lake is a "traditional navigable water" and is regulated by the Corps under Section 404 of the CWA.

5. FLOWPATH FROM THE SUBJECT AQUATIC RESOURCES TO A TNW, INTERSTATE WATER, OR THE TERRITORIAL SEAS. The waters within the study area flow through a ditch from east to west, identified as E-W Ditch (C), located outside of the study area between the south side of the UPRR railroad tracks and the northern study area boundary. Two culverts under the UPRR rail corridor tracks facilitate a connection from irrigation canals upstream of the E-W Ditch. The E-W Ditch alignment runs along the north study area boundary and eventually discharges into Ditch 2 (is a relatively permanent tributary), which continues to flow south and discharges directly to the GSL (AJD MFR Enclosure 2).

6. SECTION 10 JURISDICTIONAL WATERS⁵: Describe 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. Include the size of each aquatic resource or other feature within the review area and how it was determined to be jurisdictional in accordance with Section 10.⁶ N/A

⁵ 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.

⁶ This MFR is not to be used to make a report of findings to support a determination that the water is a navigable water of the United States. The district must follow the procedures outlined in 33 CFR part

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7. SECTION 404 JURISDICTIONAL WATERS: Describe the aquatic resources within the review area that were found to meet the definition of waters of the United States in accordance with the pre-2015 regulatory regime and consistent with the Supreme Court's decision in *Sackett*. List each aquatic resource separately, by name, consistent with the naming convention used in section 1, above. Include a rationale for each aquatic resource, supporting that the aquatic resource meets the relevant category of "waters of the United States" in the pre-2015 regulatory regime. The rationale should also include a written description of, or reference to a map in the administrative record that shows, the lateral limits of jurisdiction for each aquatic resource, including how that limit was determined, and incorporate relevant references used (AJD MFR Enclosure 3). Include the size of each aquatic resource in acres or linear feet and attach and reference related figures as needed.

- a. TNWs (a)(1): **N/A**
- b. Interstate Waters (a)(2): N/A
- c. Other Waters (a)(3): N/A
- d. Impoundments (a)(4): N/A

e. Tributaries (a)(5): There are 5.1 acres (218 linear feet) of tributaries that are relatively permanent waters (RPWs) within the review area.

Ditch 2 is approximately 0.07 acre (218 linear feet). It is an irrigation ditch that briefly crosses in and out of the northwest corner of the property (facilitated by a culvert beneath the UPRR corridor). Water was flowing in the canal at the time of aquatic resource survey and the Ordinary High-Water Mark (OHWM) was visible for the entirety of the ditch within the study area. The ditch is a relatively permanent tributary to the Great Salt Lake (TNW) via the North Fork Weber River. Ditch 2 meets the (a)(5) category "waters of the United States" in the pre-2015, post Sackett regime.

Playa 2 complex, 0.79-acre in size [2a (0.06-acre), 2b (0.44-acre), 2c (0.22-acre, and 2d (0.07-acre)], is located along the southern boundary of the property within a depressional area. The playa has a defined vegetation boundary with dense upland vegetation above the OHWM and less than 5% hydrophytic vegetation coverage below the OWHM (Lichvar et al.,2006). The playa is comprised of heavy clay soils that allow water retention. As water levels rise, flows move south to the Great Salt Lake. This

^{329.14} to make a determination that water is a navigable water of the United States subject to Section 10 of the RHA.

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playa complex is part of a larger network of playa and wetlands located south of the property that connect directly to the Great Salt Lake (TNW). Playa 2 complex meets the (a)(5) category "waters of the United States" in the pre-2015, post Sackett regime.

Playas 1, 3, and 4 complex [4a (3.57-acre) and 4b (0.25-acre)]. These playas are depressional areas located along the northern study area boundary and are 0.33-acre, 0.16-acre, and 3.82-acre, respectively. The playas have a defined vegetation boundary with dense upland vegetation above the OHWM and less than 5% hydrophytic vegetation coverage below the OWHM (Lichvar et al.,2006). These playas are comprised of heavy clay soils that allow for water retention. As water levels rise, flows move southwest to the Great Salt Lake. These playas are directly abutting the E-W Ditch outside of the study area between the south side of the UPRR rail corridor and the northern study area boundary. The E-W Ditch is a linear feature that runs along the north property boundary and eventually discharges into Ditch 2. The jurisdictional status of the E-W Ditch is not being evaluated in this review; it has been included for clarity since it serves as a connection to downstream jurisdictional waters. The E-W Ditch is a relatively permanent tributary to the Great Salt Lake (TNW) via Ditch 2. Therefore, Playas 1, 3 and 4 (4a and 4b complex) meet the (a)(5) category "waters of the United States" in the pre-2015, post Sackett regime.

f. The territorial seas (a)(6): N/A

g. Adjacent wetlands (a)(7): There are 11.8 acres of adjacent wetlands having a continuous surface connection or are directly abutting the TNW within the review area:

Wetland 1 is approximately 0.08-acre in size and is located in the westernmost portion of the study area. The wetland lacked clear OHWM indicators but had well-defined vegetation boundaries on its lower banks, with over 5% vegetative cover. This wetland meets the (a)(7) category "waters of the United States" in the pre-2015 regulatory regime since it has a continuous surface connection (directly abutting) to Ditch 2, an (a)(5) water.

Wetland Complex 2 [2a (8.25-acre) and 2b(1.7-acre)] is approximately 9.95-acres in size and is located along the westernmost side and expands to the north of the study area. The wetland complex has well-defined vegetation boundaries, with over 5% vegetative cover. This wetland complex meets the (a)(7) category "waters of the United States" in the pre-2015 regulatory regime since it has a continuous surface connection (directly abutting) to Ditch 2, an (a)(5) water.

Wetland 6 is approximately 0.2 acre in size and is located along the southern study area boundary, directly abutting the Great Salt Lake. The wetland has a well-defined vegetation boundary, with over 5% vegetative cover. This wetland meets the (a)(7)category "waters of the United States" in the pre-2015 regulatory regime since it directly abuts the Great Salt Lake an (a)(1) water.

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Wetland 3 (0.54 acre) and Wetland Complex 10 [10a (0.13-acre) and 10b (0.39-acre) are located along the northern study area boundary. The wetland has a well-defined vegetation boundary, with over 5% vegetative cover. These wetlands are located along a ditch that runs in an east to west direction, identified as E-W Ditch on the flow map, located outside of the study area between the south side of the UPRR rail corridor and the northern study area boundary. Wetland 3 and Wetland Complex 10 (10a and 10b) both directly abut the E-W Ditch, which serves as a continuous surface connection to Ditch 2. These wetlands meet the (a)(7) category "waters of the United States" in the pre-2015 regulatory regime since they have a continuous surface connection to Ditch 2, an (a)(5) water.

8. NON-JURISDICTIONAL AQUATIC RESOURCES AND FEATURES

a. Describe 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").⁷ Include size of the aquatic resource or feature within the review area and describe how it was determined to be non-jurisdictional under the CWA as a preamble water. N/A

b. Describe aquatic resources and features within the review area identified as "generally not jurisdictional" in the *Rapanos* guidance. Include size of the aquatic resource or feature within the review area and describe how it was determined to be non-jurisdictional under the CWA based on the criteria listed in the guidance.

Ditch 1 is the South Branch of the Warren Canal, a 0.39-acre (4,259 linear feet) irrigation ditch located within the eastern portion of the study area. The ditch is visible on topographic maps (USGS Ogden Bay, Utah, 1955) and historic aerial photography as early as 1958. The ditch flows west into the area and has a distinctive OHWM for approximately 2,000 feet. Past 2,000 linear feet to the west, Ditch 1 continues for approximately 1,865 linear feet; however, in this section, the ditch gradually becomes shallower from east to west as water flows start to dissipate, bank features become less distinct, and the ditch eventually terminates at the center of the study area. The flow of water into Ditch 1 was controlled upstream, east of the survey area, for the purpose of flood irrigating the field for cattle grazing. Ditch 1 is not jurisdictional under Section 404 of the Clean Water Act since it has no downstream tributary connection to the Great Salt Lake. There is no discrete, discernable flow path, other than flow from the nearby irrigation ditches. Ditch 1 flows only for short durations during the delivery of irrigation practices have ceased, and the ditch has been abandoned.

⁷ 51 FR 41217, November 13, 1986.

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Wetlands 4, 5, 7, 8, and 9, totaling 1.87 acres, are all associated with artesian wells located throughout the property that are 0.45-acre, 0.17-acre, 0.92-acre, 0.3-acre, and 0.03-acre in size, respectively. The wetlands have well-defined vegetation boundaries, with over 5% vegetative cover. These wetlands are not waters of the U.S. since they have no continuous surface connection to other waters of the US. In addition, Wetlands 4, 5, 7, 8, and 9 were evaluated under the one wetland concept but were found to be separated from any nearby waters of the U.S. by uplands.

Wetland 11a, 11b, 11c and 11d, totaling 1.21 acres, are located in the eastern portion of the property on the north and south side of Ditch 1 and are approximately 0.8-acre, 0.14-acre, 0.01-acre, and 0.26-acre in size, respectively. The wetlands have well-defined vegetation boundaries, with over 5% vegetative cover. These wetlands are not a water of the U.S. since they have no continuous surface connection to other waters of the US. In addition, these wetlands were evaluated under the one wetland concept but was found to be separated from any nearby waters of the U.S. by uplands.

c. Describe aquatic resources and features identified within the review area as waste treatment systems, including treatment ponds or lagoons designed to meet the requirements of CWA. Include the size of the waste treatment system within the review area and describe how it was determined to be a waste treatment system. N/A

d. Describe aquatic resources and features within the review area determined to be prior converted cropland in accordance with the 1993 regulations (reference 2.b.). Include the size of the aquatic resource or feature within the review area and describe how it was determined to be prior converted cropland. N/A

e. Describe 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."* Include the size of the aquatic resource or feature, and how it was determined to be an *"isolated water"* in accordance with *SWANCC*. N/A

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). N/A

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.

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- a. The office evaluation was finalized on 18 December 2024.
- b. USACE visited the site on 14 November 2023 to confirm the finding of the aquatic resources delineation report.
- c. Aquatic Resources (AR) Report, dated September 2023 prepared by
- d. The requestor's September 2023 AR Report was relied upon, with the exception of the suggested federal jurisdictional status of Wetland 2b, Wetland 3, Wetland Complex 10, Playa 3, and Playa Complex 4. The AR report indicates that these aquatic resources may not be considered jurisdictional due to a lack of connection to waters of the U.S. SPK did not agree with the evaluation in the AR Report. SPK's recommended jurisdictional status for Wetland 2b, Wetland 3, Wetland Complex 10, Playa 3, and Playa Complex 4 is included in the review of these aquatic resources in Sections 7.e. and 7.g. of this MFR. In addition, the AR Report incorrectly stated that Playa 2, lacked an OHWM. This information was subsequently corrected by the Environmental Consultant in a meeting on 17 December 2024. The AR report also referenced a lack of OWHM for Wetland Complex 2 and Wetlands 3 and 6. This information was omitted for this review since the OHWM is not a factor in wetland evaluations.
- e. SPK also disagreed with the original depiction of aquatic resources as shown on the plans dated 20 November 2023. In particular, LiDAR data shows Ditch extending past the westward extend shown on the plans. SPK revised the aquatic resources delineation map on 27 November 2024 (AJD MFR Enclosure 3).
- f. Photographs: Photos included in the Aquatic Resources Delineation Report.
- g. Aerial Records: GoogleEarth 7.3.3.7692. (July 1997, November 2002, September 2003, September 2004, August 2006, May 2006, December 2006, August 2009, June 2010, October 2011, June 2013, October 2013, August 2014, June 2015, July 2016, June 2017, September 2018, July 2019, November 2019, May 2020, September 2020, May 2021, August 2021, May 2022, June 2022, May 2022, June 2022, June 2023) Weber County, Utah, Latitude 41.241533 °N, Longitude -112.189675°W, eye alt 16,710 ft. Retrieved November 2024, from <u>http://earth.google.com</u>
- h. Historic Aerial Imagery (1958 and 2021) and Topographic Maps (1956 and 2020). Accessed 27 November 2024.
- i. LiDAR National Layer in the National Regulatory Viewer for the South Pacific Division. Retrieved 27 November 2024.

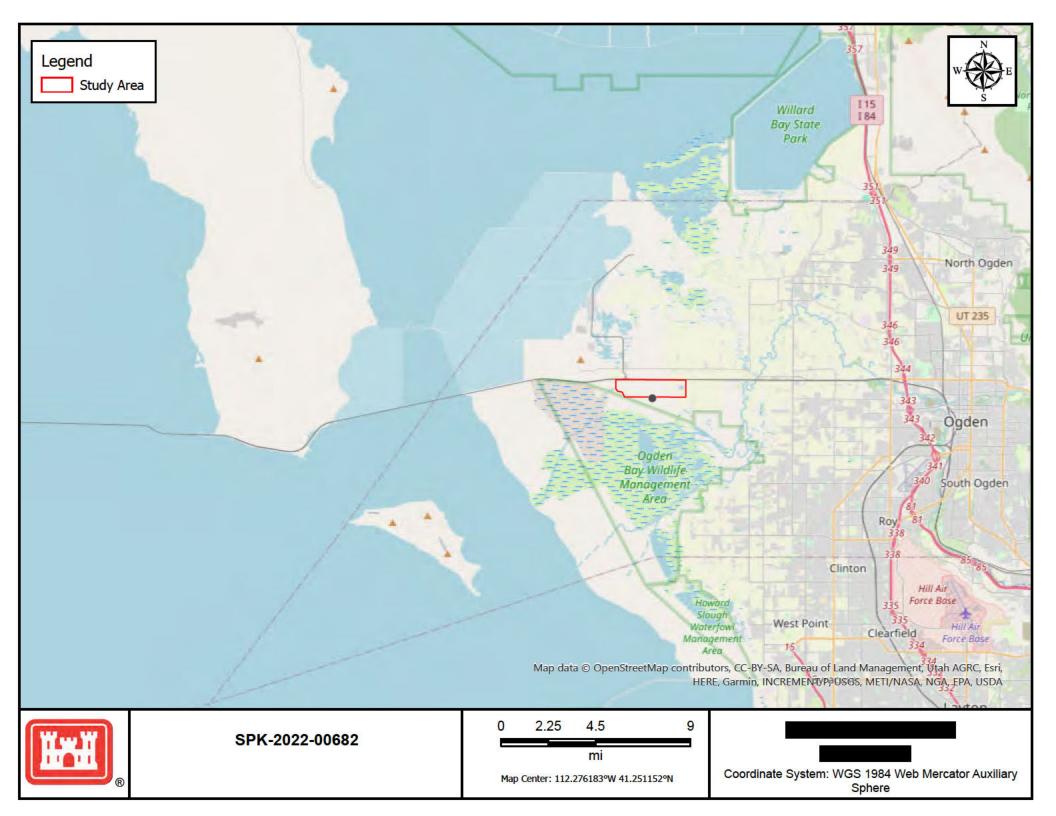
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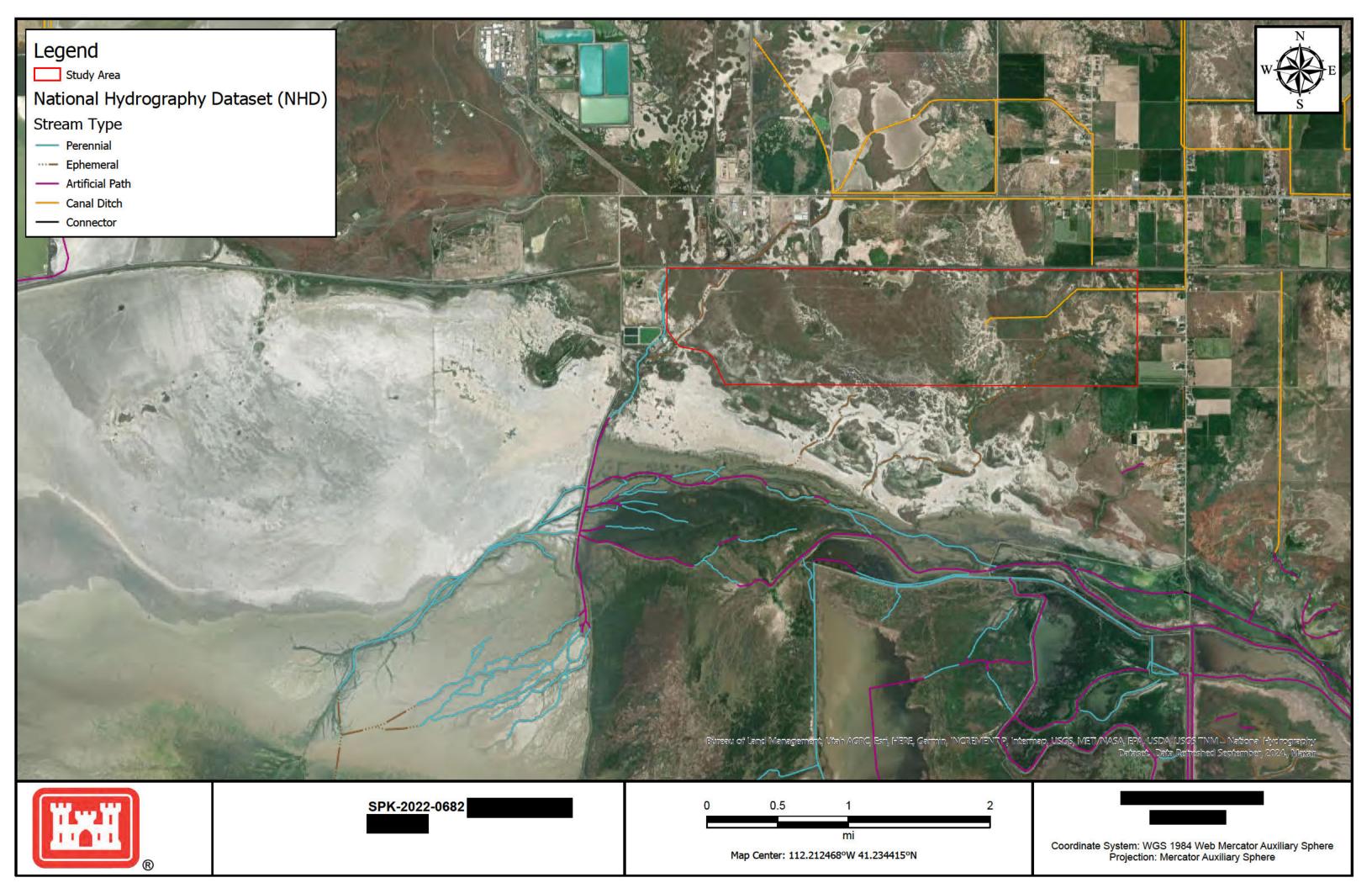
- J. National Hydrography Dataset Flowlines Large Scale from National Layers in the National Regulatory Viewer for the South Pacific Division. Retrieved 27 November 2024.
- k. USDA Natural Resources Conservation Service Soil Survey: Included in the Aquatic Resources Delineation Report.
- I. Topographic Map USGS National Map (apps.nationalmap.gov). Retrieved 26 November 2024.
- 10. OTHER SUPPORTING INFORMATION. N/A

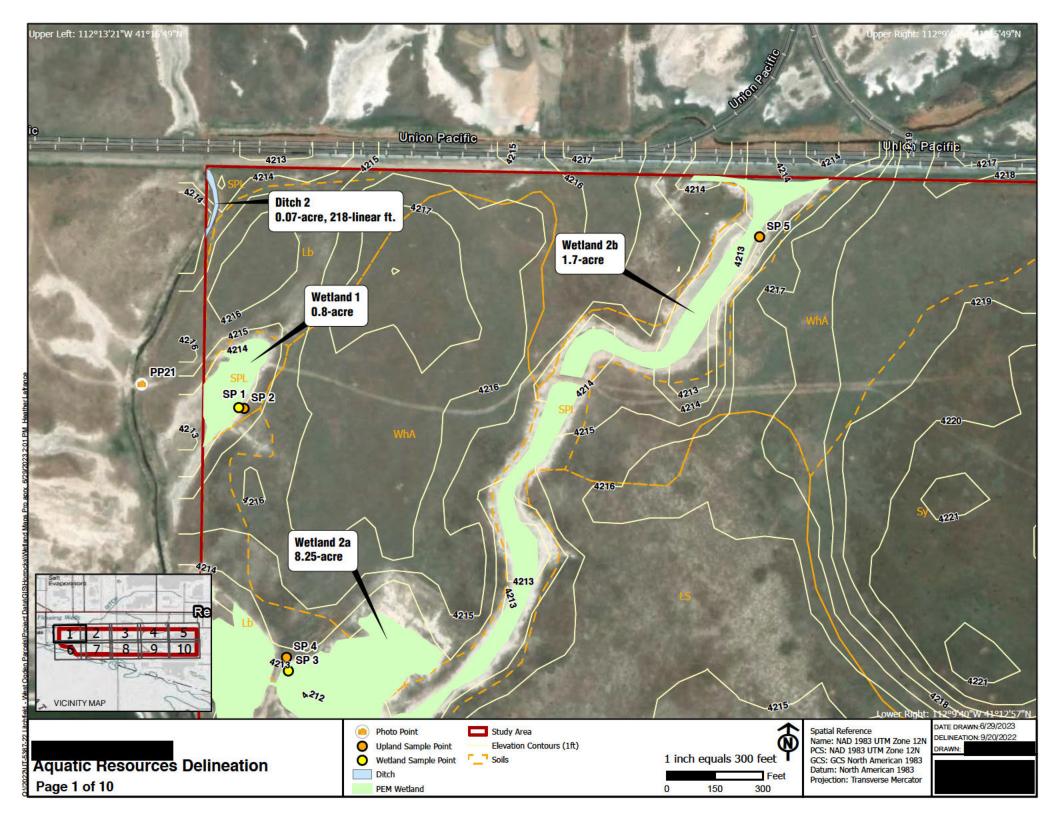
11. NOTE: The structure and format of this MFR were developed in coordination with the EPA and Department of the Army. The MFR's structure and format may be subject to future modification or may be rescinded as needed to implement additional guidance from the agencies; however, the approved jurisdictional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

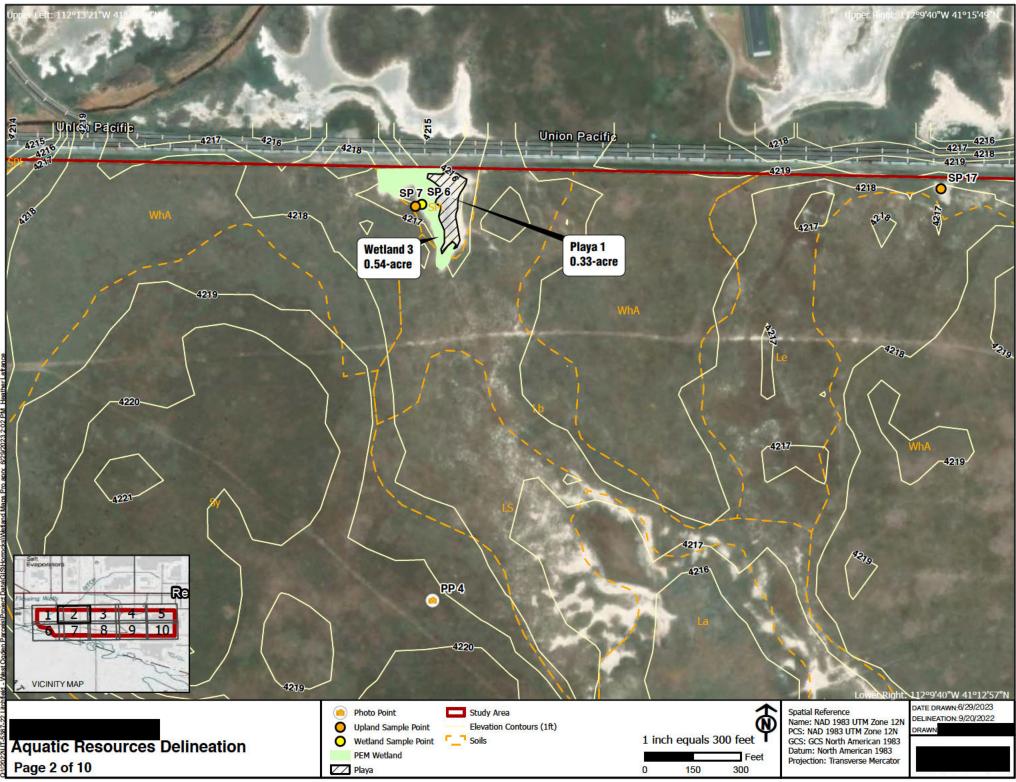
3 Encls AJD MFR Enclosure 1: Location Map AJD MFR Enclosure 2: Flow Map AJD MFR Enclosure 3: AR Map

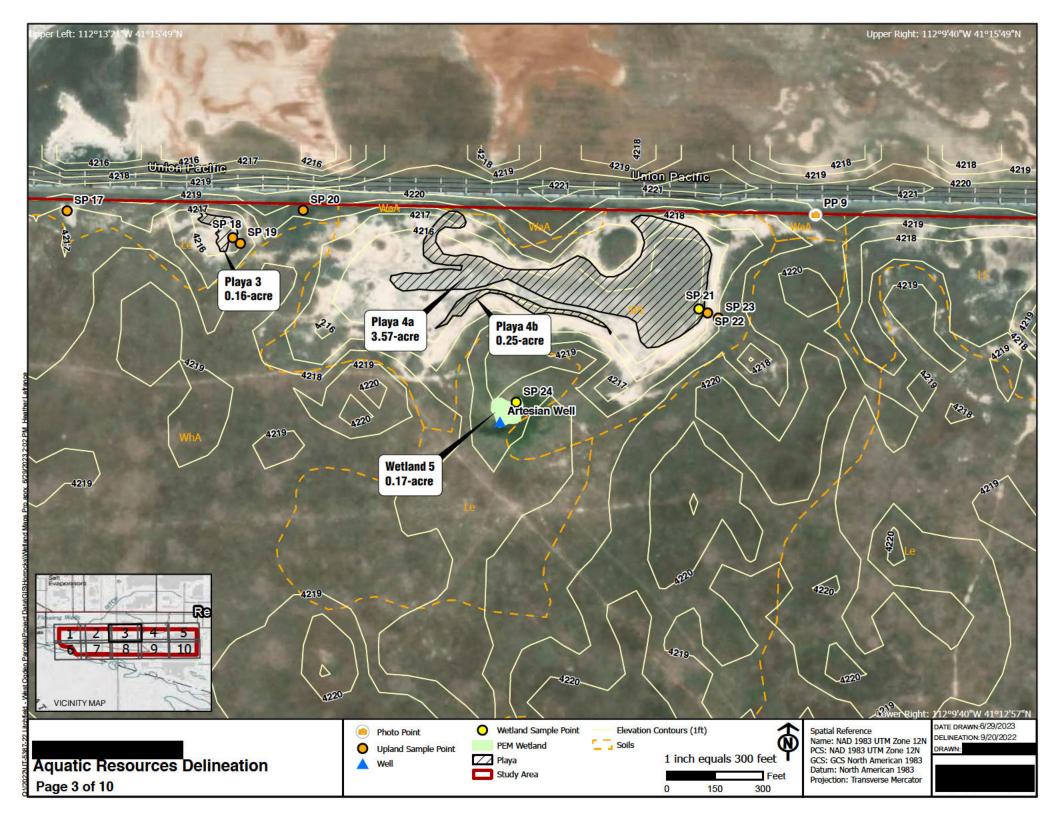


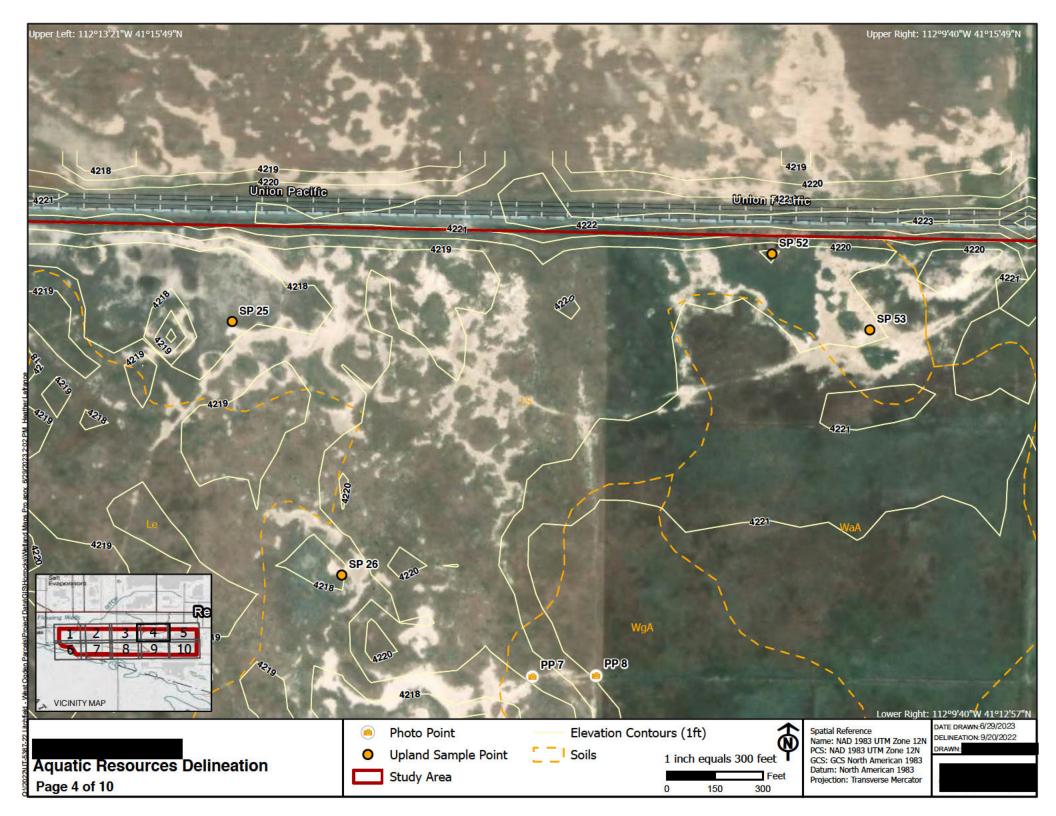


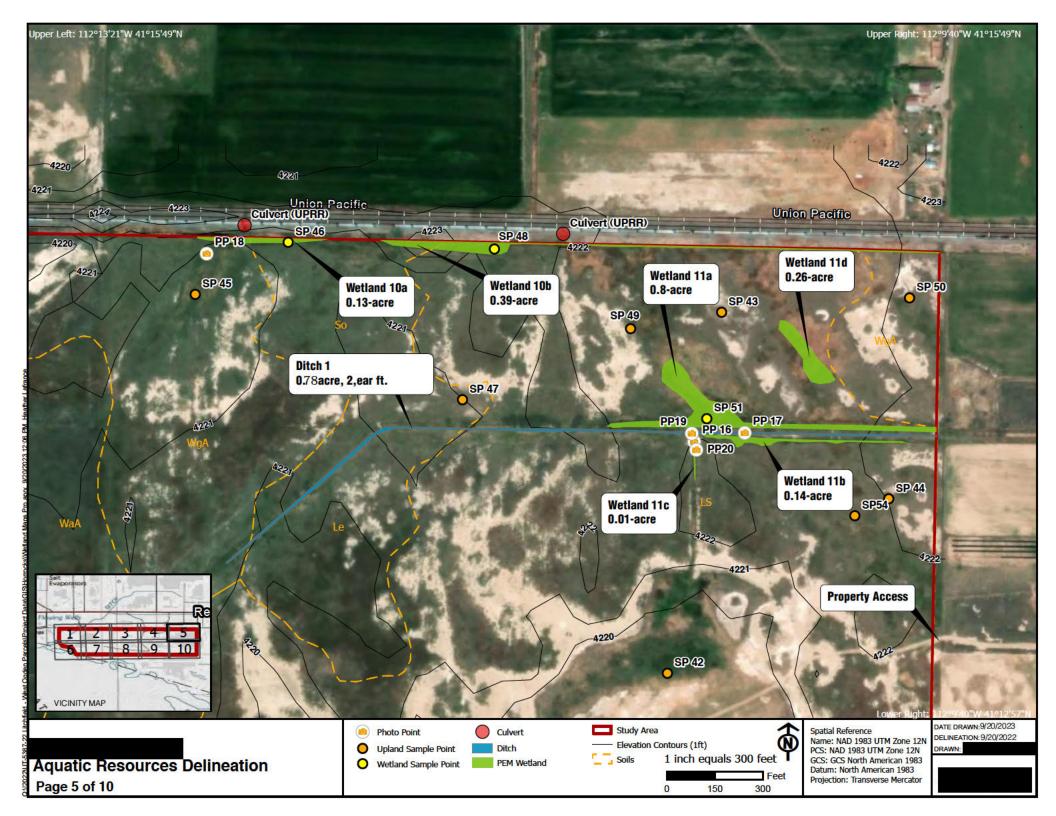


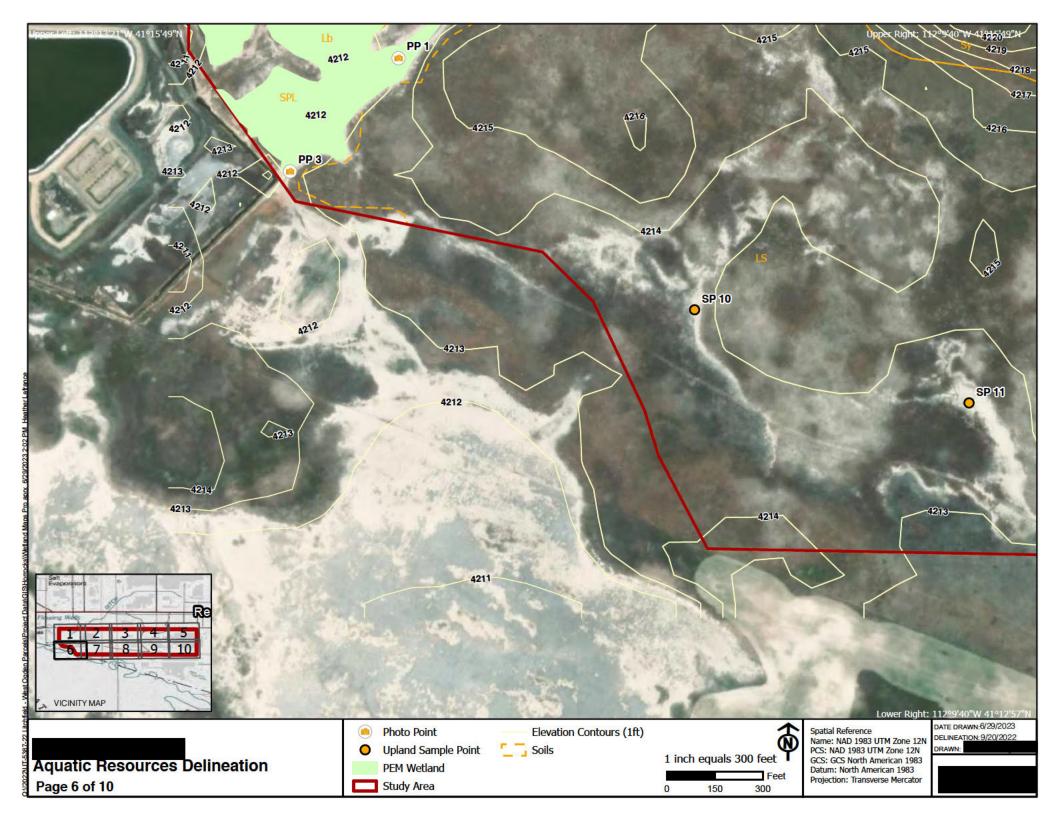


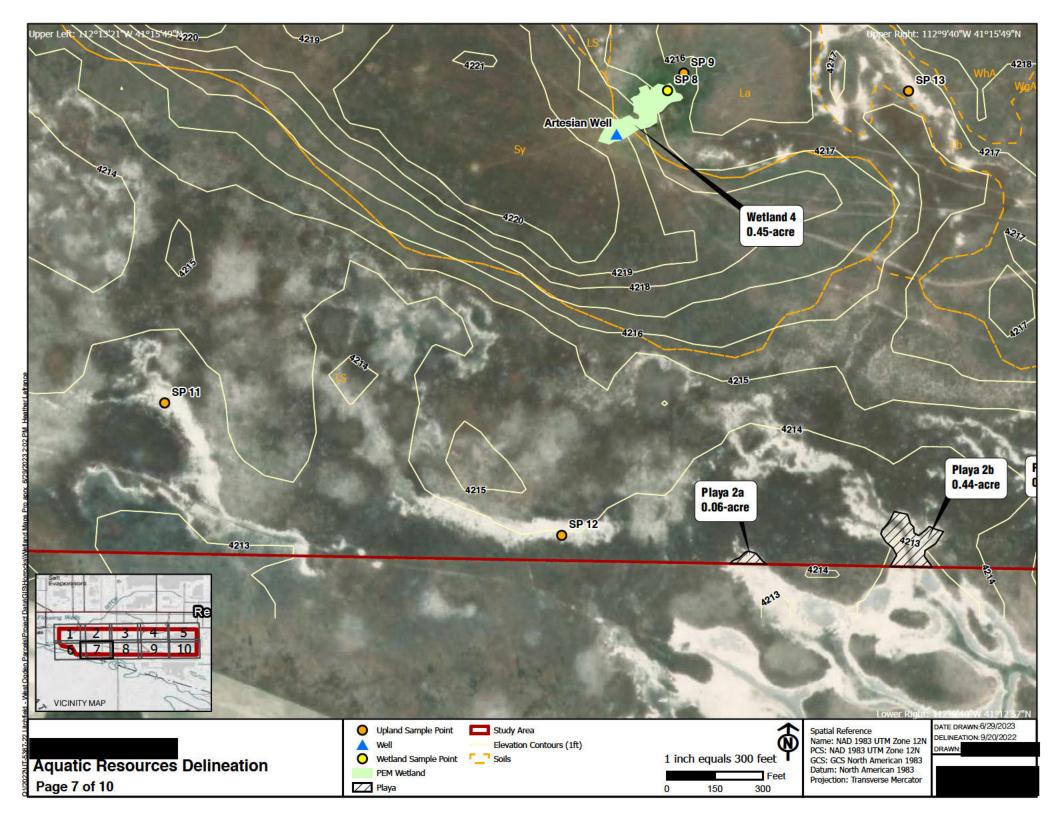


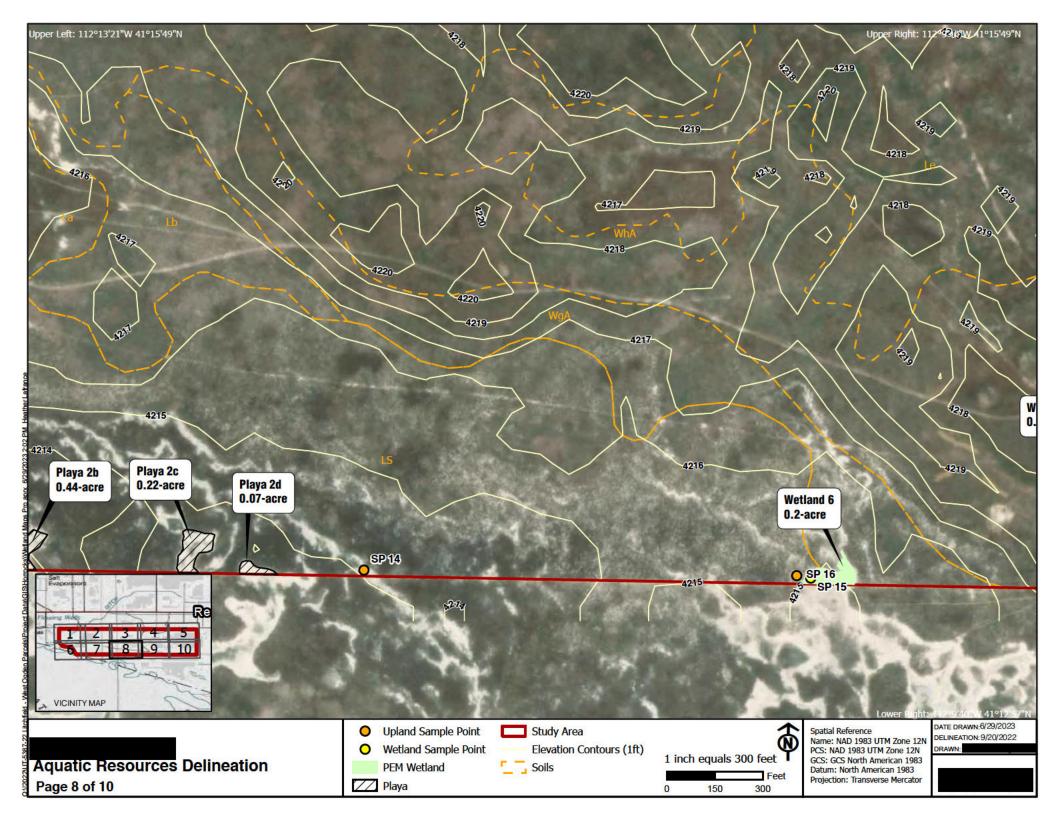


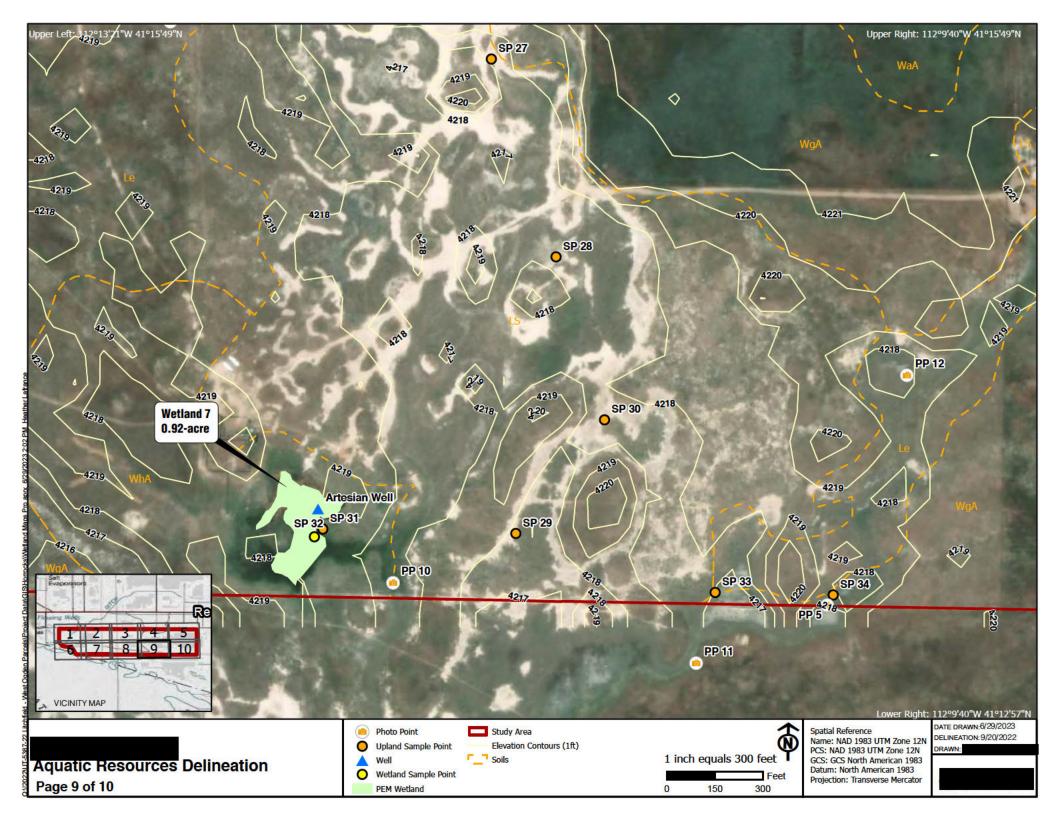












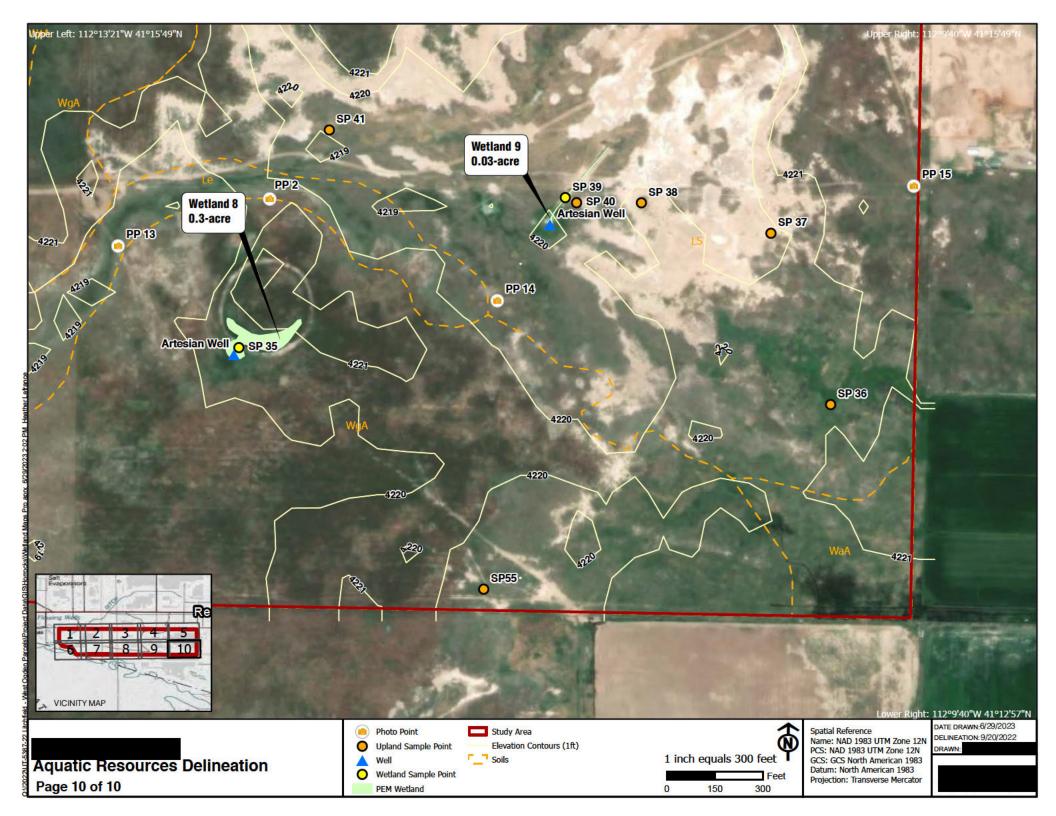


Table 1: Aquatic Resources

Feature Name	Area (Acres)	Length (Linear Feet)
Wetland 1	0.8	NA
Wetland 2a	8.25	NA
Wetland 2b	1.7	NA
Wetland 3	0.54	NA
Wetland 4	0.45	NA
Wetland 5	0.17	NA
Wetland 6	0.2	NA
Wetland 7	0.92	NA
Wetland 8	0.3	NA
Wetland 9	0.03	NA
Wetland 10a	0.13	NA
Wetland 10b	0.39	NA
Wetland 11a	0.8	NA
Wetland 11b	0.14	NA
Wetland 11c	0.01	NA
Wetland 11d	0.26	NA
Ditch 1	0.36	4259
Ditch 2	0.07	218
Playa 1	0.33	NA
Playa 2a	0.06	NA
Playa 2b	0.44	NA
Playa 2c	0.22	NA
Playa 2d	0.07	NA
Playa 3	0.16	NA
Playa 4a	3.57	NA
Playa 4b	0.25	NA

Table 2: Total Aquatic Resources

Totals	Area (Acres)	Length (Linear Feet)
Wetland Total	15.09	N/A
Other Waters Total	5.53	4,477
Total Aquatic Resource	20.62	4,477

*Prepared by USACE on December 30, 2024

Enclosure 3