



DEPARTMENT OF THE ARMY
U.S. ARMY CORPS OF ENGINEERS, MOBILE DISTRICT
P.O. BOX 2288
MOBILE, AL 36628-0001

CESAM-RD-A

June 5, 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 SAM-2022-01122-JEB, MFR #1 of #1²

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.³ 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.⁴ For the purposes of this AJD, we have relied on section 10 of the Rivers and Harbors Act of 1899 (RHA),⁵ 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

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 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.).

³ 33 CFR 331.2.

⁴ Regulatory Guidance Letter 05-02.

⁵ 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.

amended on 8 September 2023 (Amended 2023 Rule) because, as of the date of this decision, the Amended 2023 Rule is not applicable in Alabama 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).
- i. **Wetland W1**, a 0.07-acre wetland area located on an undeveloped parcel along Beckham Street in Gulf Shores, AL. This wetland does not have a continuous surface connection to a jurisdictional water and it is therefore not a water of the United States.
- ii. **Swale system**, Two man-made swales (28 linear feet and 48 linear feet respectively) that drain into the wetland referenced above. These swales apparently direct stormwater runoff from the adjacent golf course into Wetland W1. These swales are not waters of the United States.

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 review area is a 0.54-acre undeveloped parcel located along Beckham Street in Gulf Shores, Baldwin County, Alabama. This site features a 0.07-acre wetland area exhibiting soils, hydrology and vegetation consistent with the 1986 Wetland Delineation Manual, along with a small man-made swale system (48-linear feet total). Site coordinates are 30.308127,-87.680408.
4. NEAREST TRADITIONAL NAVIGABLE WATER (TNW), INTERSTATE WATER, OR THE TERRITORIAL SEAS TO WHICH THE AQUATIC RESOURCE IS

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CONNECTED. N/A, the wetlands and swales are not connected to a TNW, interstate water or territorial seas.⁶

5. FLOWPATH FROM THE SUBJECT AQUATIC RESOURCES TO A TNW, INTERSTATE WATER, OR THE TERRITORIAL SEAS. N/A
6. SECTION 10 JURISDICTIONAL WATERS⁷: 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 10.⁸ N/A
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. 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

⁶ This MFR should not be used to complete a new stand-alone TNW determination. A stand-alone TNW determination for a water that is not subject to Section 9 or 10 of the Rivers and Harbors Act of 1899 (RHA) is completed independently of a request for an AJD. A stand-alone TNW determination is conducted for a specific segment of river or stream or other type of waterbody, such as a lake, where upstream or downstream limits or lake borders are established.

⁷ 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.

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

- d. Impoundments (a)(4): N/A
- e. Tributaries (a)(5): N/A
- f. The territorial seas (a)(6): N/A
- g. Adjacent wetlands (a)(7): N/A

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”).⁹ 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.

The two swales in the review area (28 linear feet and 48 linear feet, respectively) appear to direct runoff from the adjacent golf course into Wetland W1 in the review area. These swales are vegetated, lack an ordinary high water mark, and do not carry a relatively permanent flow of water. In accordance with the December 2, 2008 *Rapanos* guidance, swales are generally not jurisdictional. For these reasons, the two swales are not jurisdictional waters of the U.S.

- 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

⁹ 51 FR 41217, November 13, 1986.

- 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).

The 0.07-acre wetland is completely surrounded by uplands and lacks a continuous surface connection to an RPW, TNW, territorial seas, interstate water or impoundment of a jurisdictional water. Therefore, the 0.07-acre wetland and the man-made swale system are not jurisdictional.


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. Site visit 5/21/24.
- b. Google Earth Pro-multiple historical aerial photographs and associated topographic map overlays dated February 1997 through June 2023.
- c. National Regulatory viewer-USGS Hillshade topographic map accessed 5/22/24, 3D Digital elevation model accessed 5/22/24.

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.

Legend

 Project Study Area (0.54 Acres)



Client:



Project:

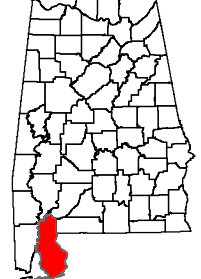
BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

**SITE LOCATION
MAP**

BALDWIN COUNTY



Drawn By:

CSS

Scale:

1" = 1,000'

Approved By:

PMS

Date:

9/29/2022

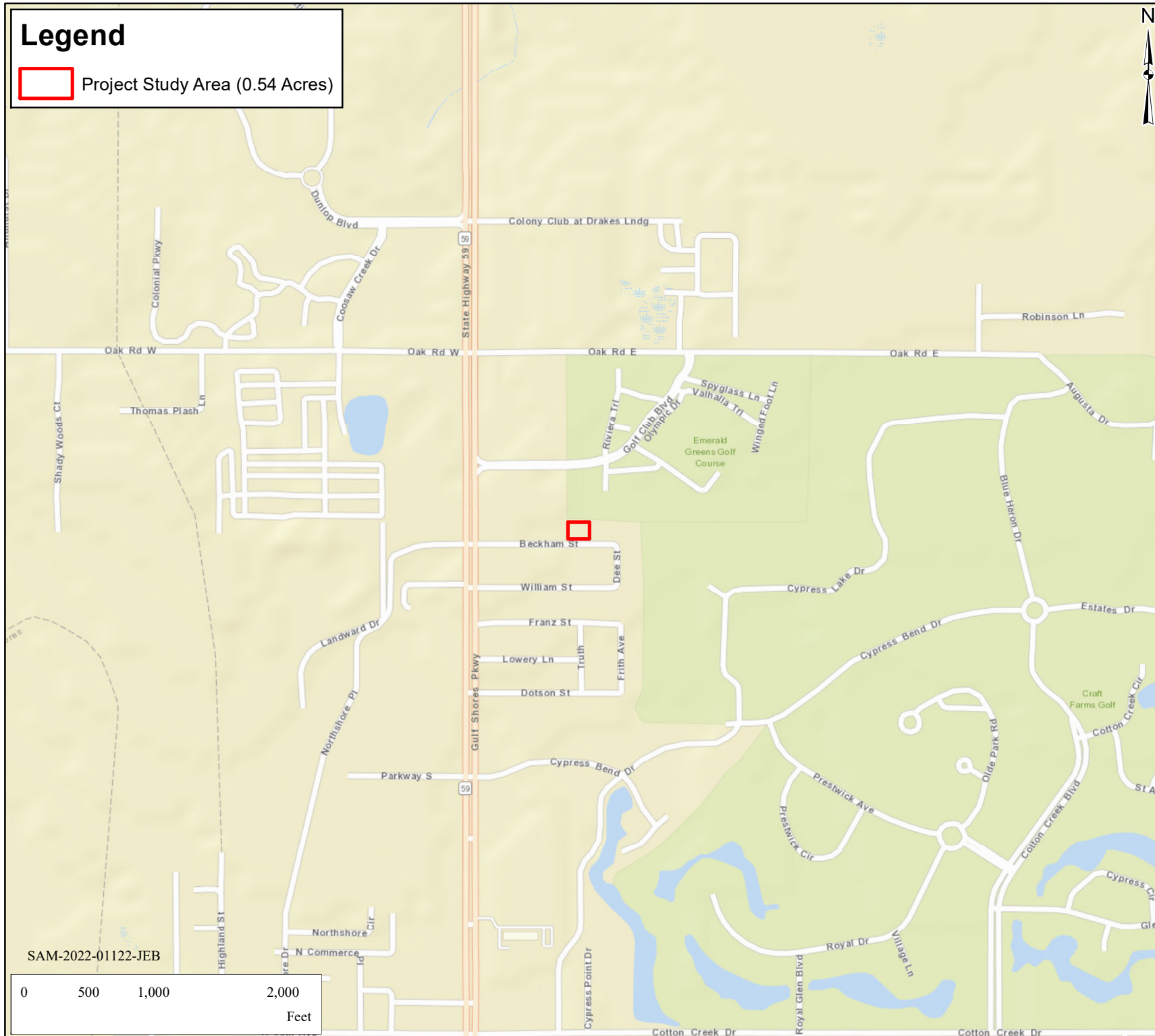
ECS Project No.

49: 18408


FIGURE 1

SAM-2022-01122-JEB

0 500 1,000 2,000
Feet



Legend

 Project Study Area (0.54 Acre)



Client:



Project:

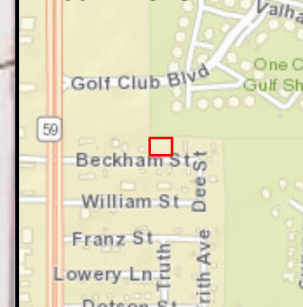
BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

**USGS
TOPOGRAPHIC
MAP
GULF SHORES, AL
QUADRANGLE
DATED: 1980**

PROJECT STUDY AREA



Drawn By:
CSS

Scale:
1" = 1,000'

Approved By:
PMS

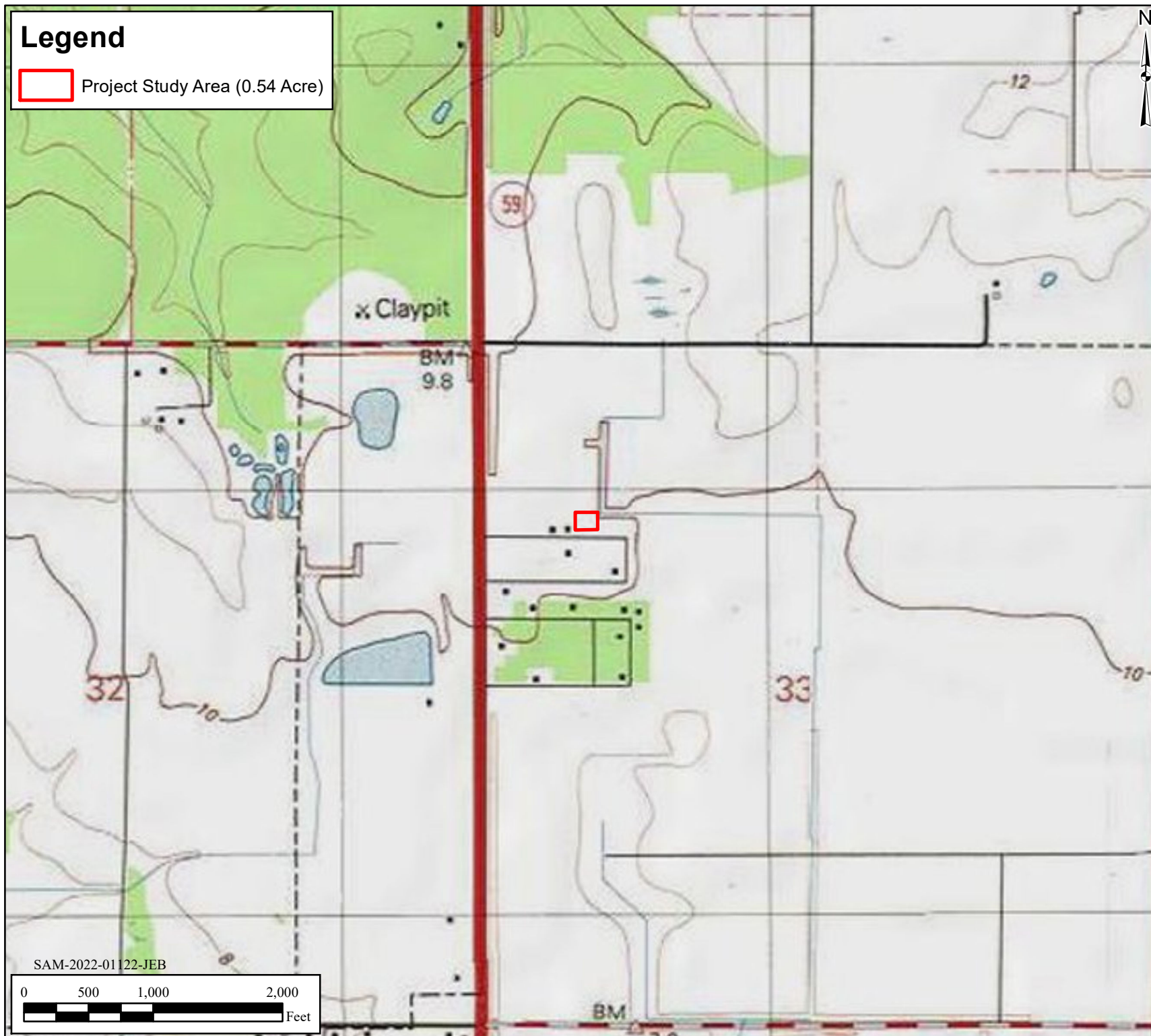
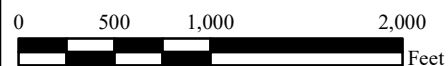
Date:
9/29/2022

ECS Project No.


49: 18408

FIGURE 2

SAM-2022-01122-JEB



Legend

 Project Study Area (0.54 Acre)

Soil Type

Klej loamy fine sand, 0-5% slopes (KIB)



Client:



Project:

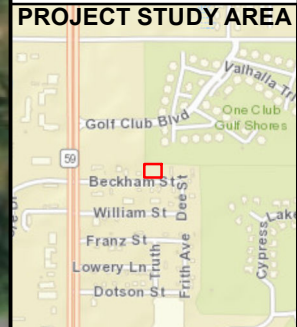
BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

**USDA NRCS
SOILS MAP**

PUBLICATION DATE:
09-29-2022

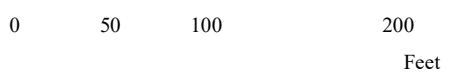


Drawn By: CSS	Scale: 1" = 100'
Approved By: PMS	Date: 9/29/2022


ECS Project No.
49: 18408

FIGURE 3

SAM-2022-01122-JEB



Legend

 Project Study Area (0.54 Acre)

Wetland Type

Riverine



Client:



Project:

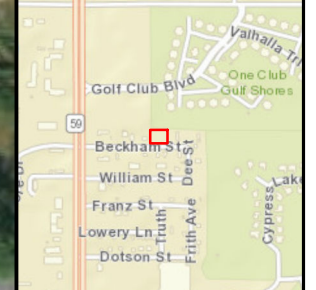
BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

**NATIONAL
WETLAND
INVENTORY
MAP**

PROJECT STUDY AREA



Drawn By:

CSS

Scale:

1" = 100'

Approved By:

PMS

Date:

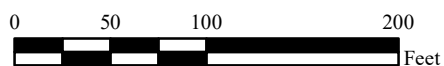
9/29/2022

ECS Project No.


49: 18408

FIGURE 4

SAM-2022-01122-JEB





Legend


 Project Study Area (0.54 Acre)


Flood Hazard Zones


Zone Type


 1% Annual Chance Flood Hazard


 Regulatory Floodway


 Special Floodway

 Area of Undetermined Flood Hazard

 0.2% Annual Chance Flood Hazard

 Future Conditions 1% Annual Chance Flood Hazard

 Area with Reduced Risk Due to Levee

 Area with Risk Due to Levee

PANEL
01003C0941M
eff. 4/19/2019

PANEL
01003C0941M
eff. 4/19/2019

SAM-2022-01122-JEB

0 50 100 200
Feet



Client:



Project:

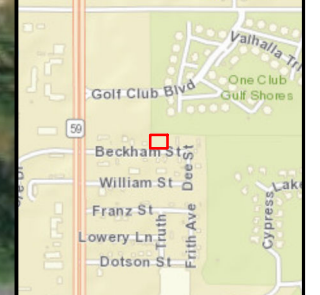
BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

**FEMA - NFHL
FLOOD ZONE
MAP**

PROJECT STUDY AREA



Drawn By:

CSS

Scale:

1" = 100'

Approved By:

PMS

Date:


9/29/2022

ECS Project No.

49: 18408


FIGURE 5


Legend

 Project Study Area (0.54 Acre)

Elevation Above Mean Sea Level (Feet)

Value

 High : 18.7029

 Low : 6.45133



Client:



Project:

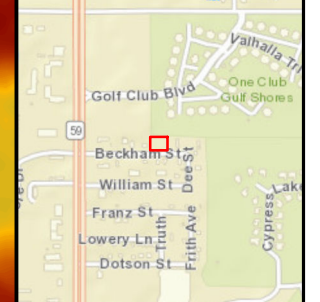
BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

**NOAA
LiDAR
ELEVATION
MAP**

PROJECT STUDY AREA



Drawn By:

CSS

Scale:

1" = 100'

Approved By:

PMS

Date:

9/29/2022

ECS Project No.





49: 18408

FIGURE 6

SAM-2022-01122-JEB

0 50 100 200
Feet

Legend

-  Project Study Area (0.54 Acre)
-  Data Point
-  Wetlands
-  Non-Wetland WOTUS

Potentially
Non-Jurisdictional
Swale (28 LF)

Potentially
Non-Jurisdictional
Swale (48 LF)

DP1

DP3

DP2

Beckham Street

Wetland W1 -
Potentially
Non-Jurisdictional
(0.07 Acre)

Dee Street

SAM-2022-01122-JEB

0 50 100 200
Feet



Client:



Project:

BECKHAM STREET
LOTS - HOGUE
WETLANDS

BECKHAM STREET
GULF SHORES,
BALDWIN COUNTY,
ALABAMA

Title:

WETLAND DELINEATION MAP

Notes:

1. POTENTIAL JURISDICTIONAL WATERS OF THE US WERE DELINEATED BY ECS ON AUGUST 29, 2022.
2. FEATURES DEPICTED ON THIS MAP HAVE NOT BEEN VERIFIED BY THE USACE AND ARE SUBJECT TO CHANGE BASED ON AGENCY VERIFICATION.
3. THIS MAP SHOULD BE USED FOR PRELIMINARY PLANNING PURPOSES.

Drawn By:

CSS

Scale:

1" = 100'

Approved By:

PMS

Date:

9/29/2022

ECS Project No.

49: 18408

FIGURE 7