



DEPARTMENT OF THE ARMY
U.S. ARMY CORPS OF ENGINEERS, ST. LOUIS DISTRICT
1222 SPRUCE STREET
ST. LOUIS, MISSOURI 63103

CEMVS-OD-F

May 7, 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 MVS-2024-216

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 Missouri due to litigation.

1. SUMMARY OF CONCLUSIONS.

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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- 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. UNT 1, jurisdictional – Section 404
 - ii. UNT 2, jurisdictional – Section 404
 - iii. UNT 3, jurisdictional – Section 404
 - iv. UNT 4, non-jurisdictional
 - v. UNT 5, jurisdictional – Section 404
 - vi. UNT 6, non-jurisdictional
 - vii. UNT 7, non-jurisdictional
 - viii. Coldwater Creek, jurisdictional – Section 404
 - ix. Wetland A, non-jurisdictional
 - x. SF 1, non-jurisdictional
 - xi. SF 2, non-jurisdictional
 - xii. SF 3, non-jurisdictional
 - xiii. SF 4, non-jurisdictional
 - xiv. SF 5, non-jurisdictional
 - xv. SF 6, non-jurisdictional
 - xvi. SF 7, non-jurisdictional
 - xvii. SF 8, non-jurisdictional
 - xviii. SF 9, non-jurisdictional
 - xix. SF 10, non-jurisdictional
 - xx. SF 11, non-jurisdictional
 - xxi. SF 12, non-jurisdictional
 - xxii. SF 13, non-jurisdictional
 - xxiii. SF 14, non-jurisdictional
 - xxiv. SF 15, non-jurisdictional
 - xxv. SF 16, non-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)

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d. *Sackett v. EPA*, 598 U.S. __, 143 S. Ct. 1322 (2023)

3. REVIEW AREA. Review area includes areas to the north and south of Lambert International Airport in St. Louis, Missouri. 38.7426, -90.3661.



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

5. FLOWPATH FROM THE SUBJECT AQUATIC RESOURCES TO A TNW, INTERSTATE WATER, OR THE TERRITORIAL SEAS. Resources flow into the 3rd order, perennial Coldwater Creek which then flows into the Missouri River – a TNW.

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

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.

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resource or other feature within the review area and how it was determined to be jurisdictional in accordance with Section 10.⁶ 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

d. Impoundments (a)(4): N/A

e. Tributaries (a)(5): Flow regime determined by observing flow at lowest downstream extent of defined stream order. Flow was consistent throughout length of feature.

UNT 1 (389.1 linear feet, 1st order perennial)

UNT 2 (15.9 linear feet, 1st order perennial)

UNT 3 (1971.4 linear feet, 1st order perennial)

UNT 5 (367.9 linear feet, 1st order perennial)

Coldwater Creek (2827 linear feet, 3rd order perennial)

UNT 1-3, 5 & Coldwater Creek flow continuously at least seasonally. Stream orders were determined by analyzing the flow regime at the furthest downstream end of the order and were the predominate flow regime of the reach.

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 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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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”).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.

Wetland A (0.01-acre) – incidental wetland features that formed in a ditch that is non-relatively permanent, excavated in uplands, and drains only uplands.

SF 1 (7.6’), SF 2 (49.6’), SF 3 (23.2’), SF 4 (26.9’), SF 5 (40.7’), SF 6 (5.2’): concrete lined drainage ditches that are not relatively permanent waters, excavated in uplands, and drain only uplands.

SF 7: this feature is considered part of UNT 4 (see below).

SF 8 (73.7’): this feature is a vegetated swale that is part of a drainage ditch that was excavated in uplands and is a non-relatively permanent water. Wetland 1 is drained by SF 8, but as that Wetland 1 only exists incidental to SF 8, it is not considered to drain a wetland.

SF 9 (434.0’), SF 10 (47.5’), SF 11 (307.5’), SF 12 (625.6’), SF 13 (47.1’): concrete lined drainage ditches that are not relatively permanent waters, excavated in uplands, and drain only uplands.

SF 14 (38.6’): a rock riprap and gravel-lined drainage ditch that does not convey relatively permanent flow, was created in uplands, and drains only uplands.

SF 15 (72.2’) and **SF 16 (789.2’):** vegetated swales that do not convey relatively permanent flow, were excavated in uplands, and drain only uplands.

⁷ 51 FR 41217, November 13, 1986.

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- 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. N/A
- 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).

UNT 4 (108.7 linear feet, 1st order ephemeral)

UNT 6 (32.6 linear feet, 1st order ephemeral)

UNT 7 (1694.2 linear feet, 1st order ephemeral)

UNT 4, 6, & 7 do not exhibit continuous flow at least seasonally, flowing only in response to precipitation events. Stream orders were determined by analyzing the flow regime at the furthest downstream end of the order and were the predominate flow regime of the reach.

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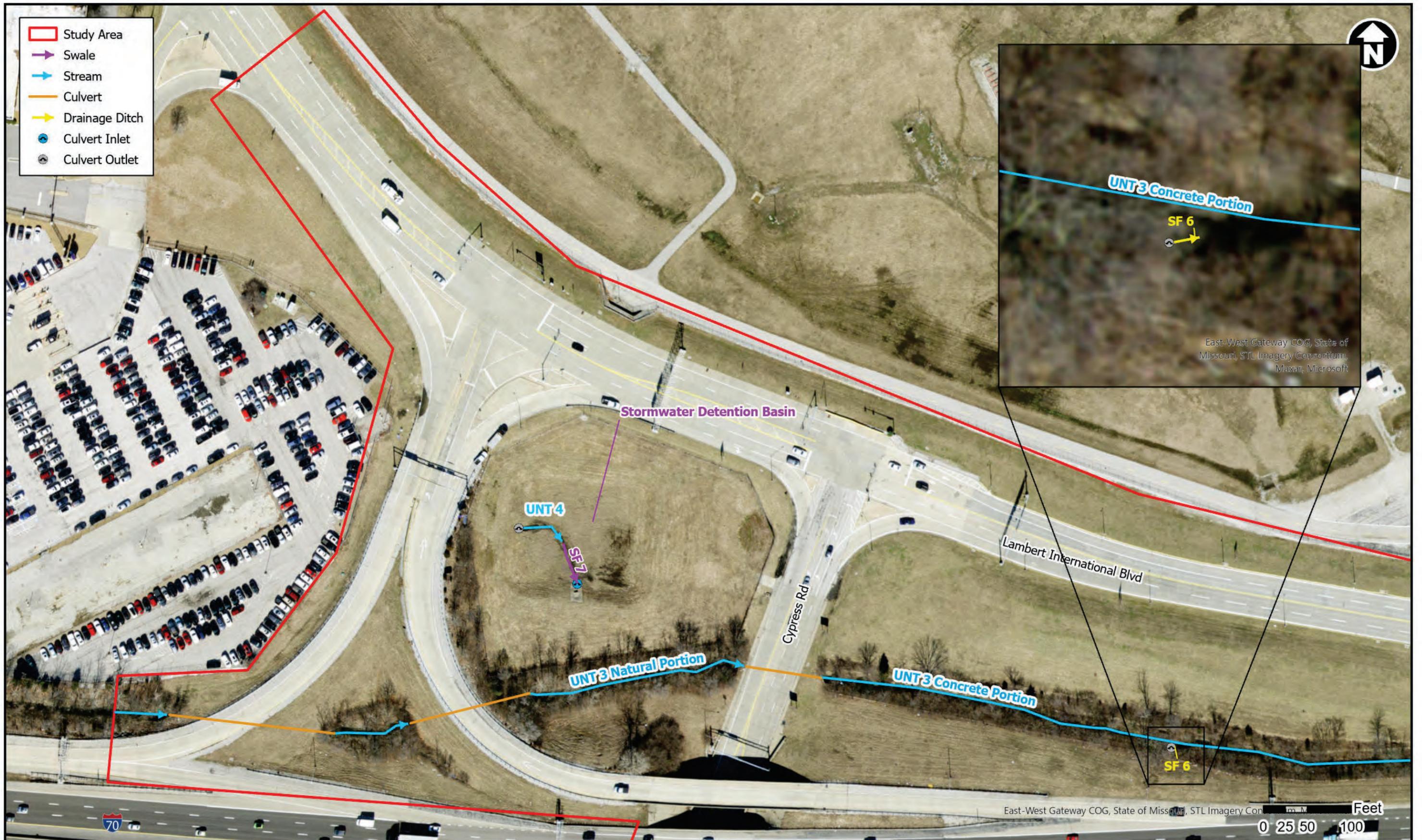
9. DATA SOURCES. List sources of data/information used in making determination. Include titles and dates of sources used and ensure that information referenced is available in the administrative record.
 - a. Aquatic and Ecological Resources Report: March 22, 2024
 - b. Regulatory Viewer – accessed 6 May 2024
10. OTHER SUPPORTING INFORMATION. Lambert International Airport Master Plan – Stormwater Planning.
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.



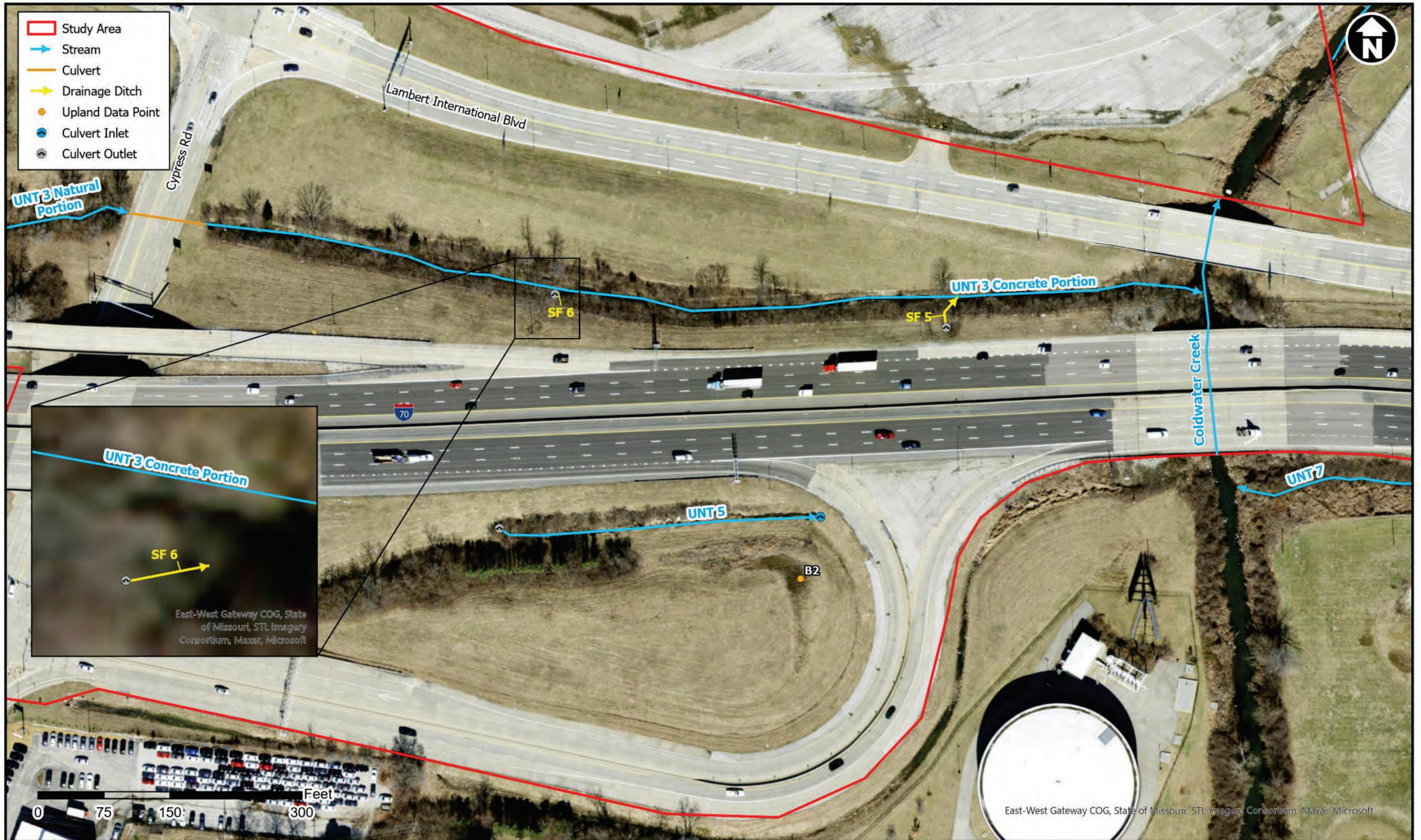
St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources Overall Map



St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (1 of 7)



**St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (2 of 7)**



St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (3 of 7)



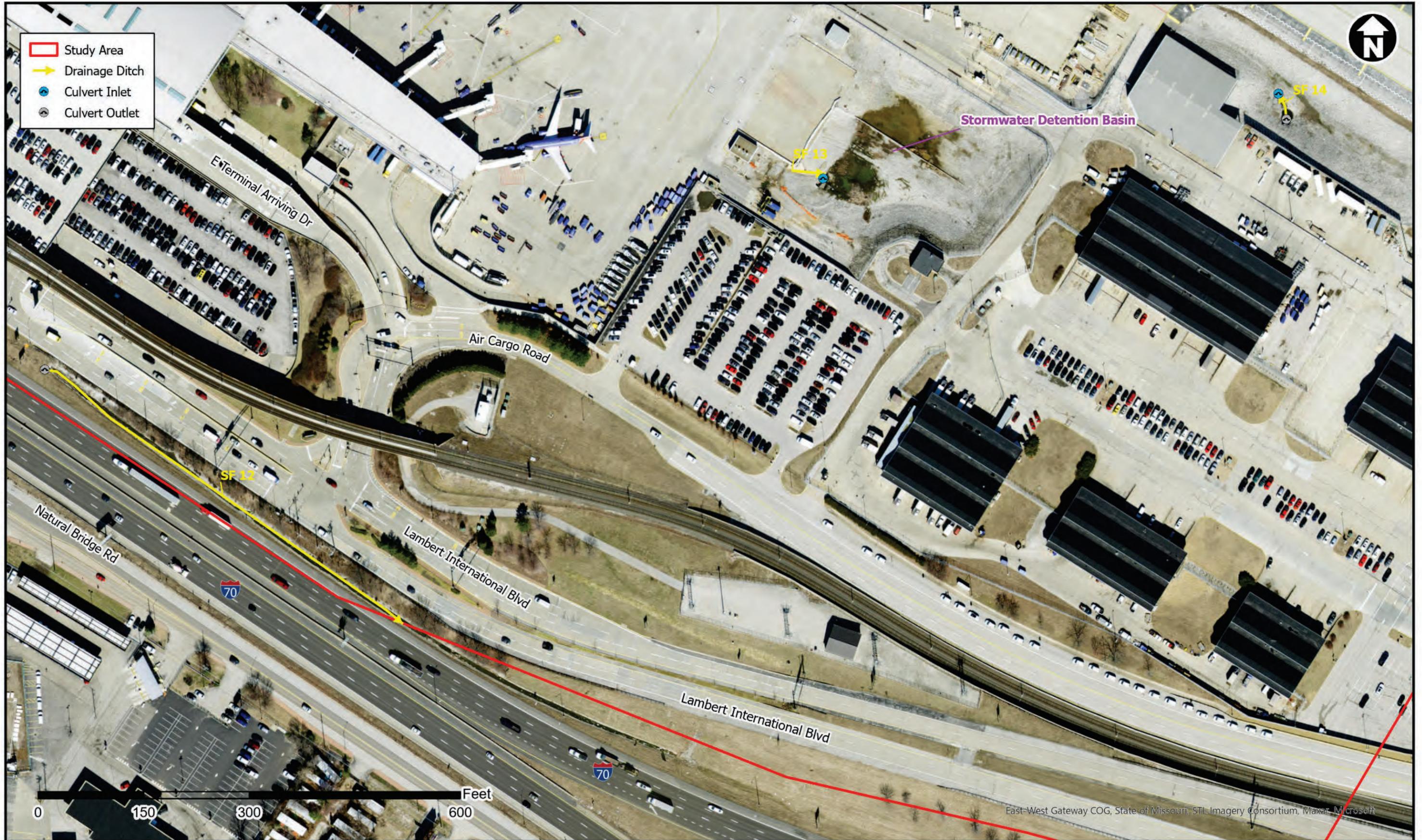
**St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (4 of 7)**



**St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (5 of 7)**

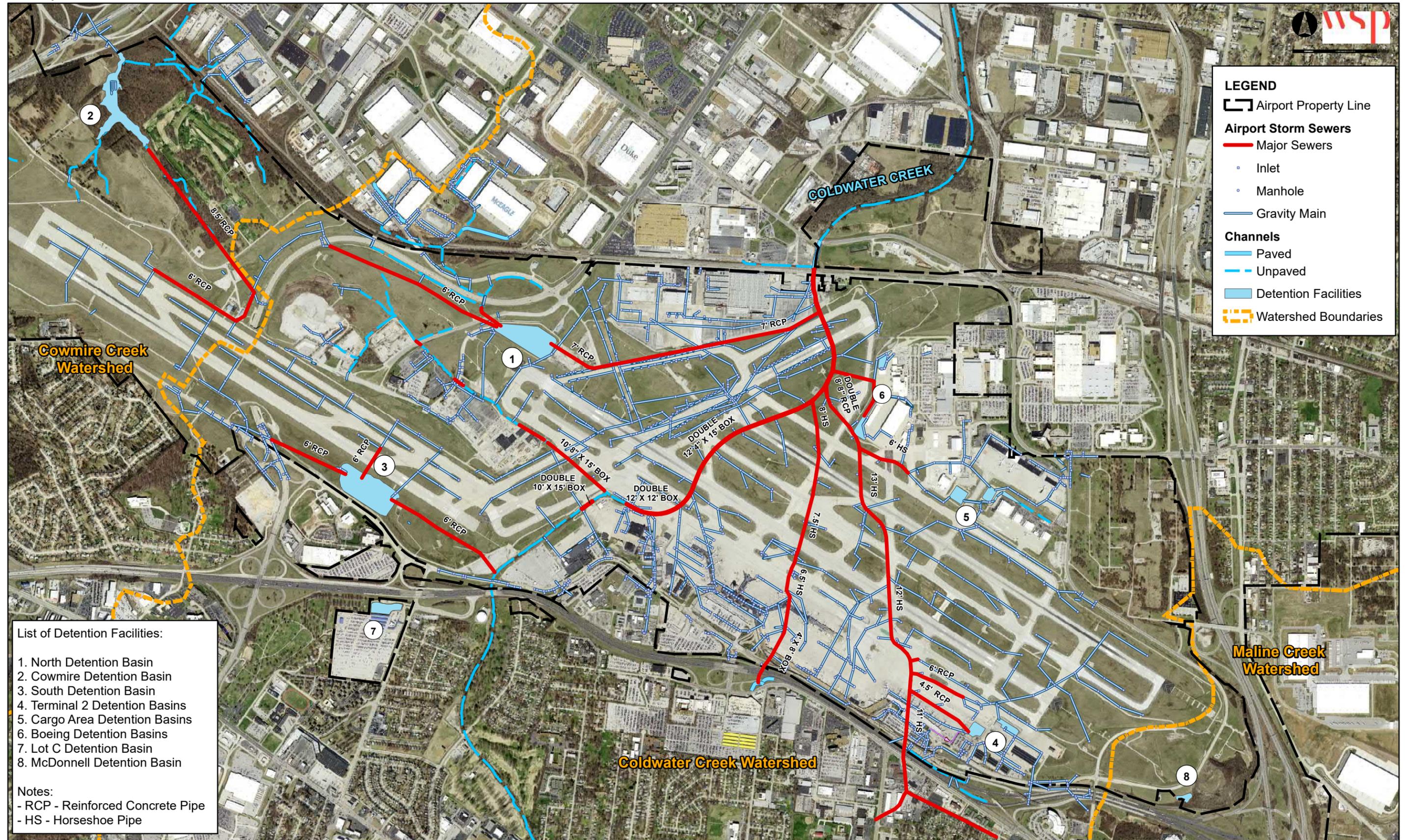


St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (6 of 7)



St. Louis Lambert International Airport - Consolidated Terminal Program - St. Louis Co., MO
Ecological Resources (7 of 7)

East-West Gateway COG, State of Missouri, STL Imagery Consortium, Maxar, Microsoft



- List of Detention Facilities:
1. North Detention Basin
 2. Cowmire Detention Basin
 3. South Detention Basin
 4. Terminal 2 Detention Basins
 5. Cargo Area Detention Basins
 6. Boeing Detention Basins
 7. Lot C Detention Basin
 8. McDonnell Detention Basin
- Notes:
 - RCP - Reinforced Concrete Pipe
 - HS - Horseshoe Pipe

