Association of State Wetland Managers

Understanding Legal Challenges and Next Steps for the Clean Water Rule

Welcome!

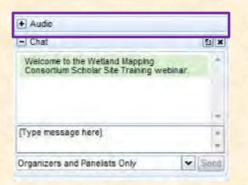


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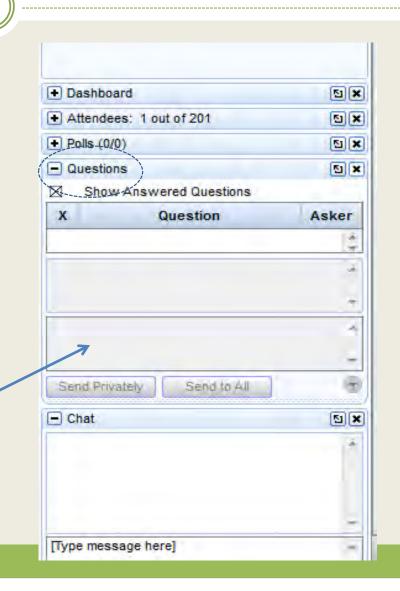
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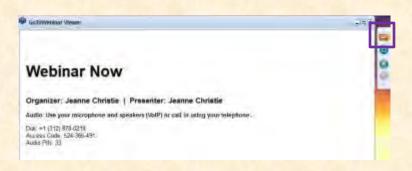
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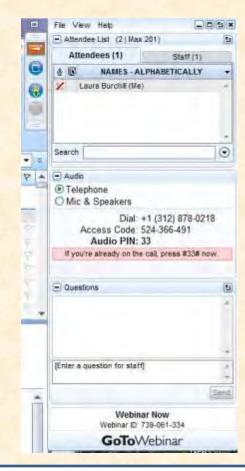




Before we get started... let's practice using the audio & web interface

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Presenters

 Roy Gardner, Professor of Law and Director, Institute for Biodiversity Law and Policy, Stetson University College of Law

 Kim Diana Connolly, Professor, Director of Clinical Legal Education, Vice Dean for Legal Skills, SUNY Buffalo Law School

Moderator

 Jeanne Christie, Executive Director, Association of State Wetland Managers

Today's Agenda

- Introductions, Jeanne Christie (10 Minutes)
- Federal Agency Actions to Prepare for Implementation of the Clean Water Rule, Kim Diana Connolly (15 Minutes)
- Overview and Next Steps for Legal Challenges to the Clean Water Rule, Roy Gardner (25 Minutes)
- Riders to Appropriations Bills to Stop the Clean Water Rule, Kim Diana Connolly (10 Minutes)
- Discussion, All (20 Minutes)

The New Rule

U.S. Army Corps of Engineers and U.S. Environmental Protection Agency May 2015

Clean Water Rule: Definition of "Waters of the United States"

All 75 pages!



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Part II

Department of Defense Department of the Army, Corps of Engineers 33 CFR Part 328

Environmental Protection Agency

40 CFR Paris 110, 112, 118, et al. Clean Water Rule: Definition of "Waters of the United States"; Final Rule:

EPA's website



Corps' website



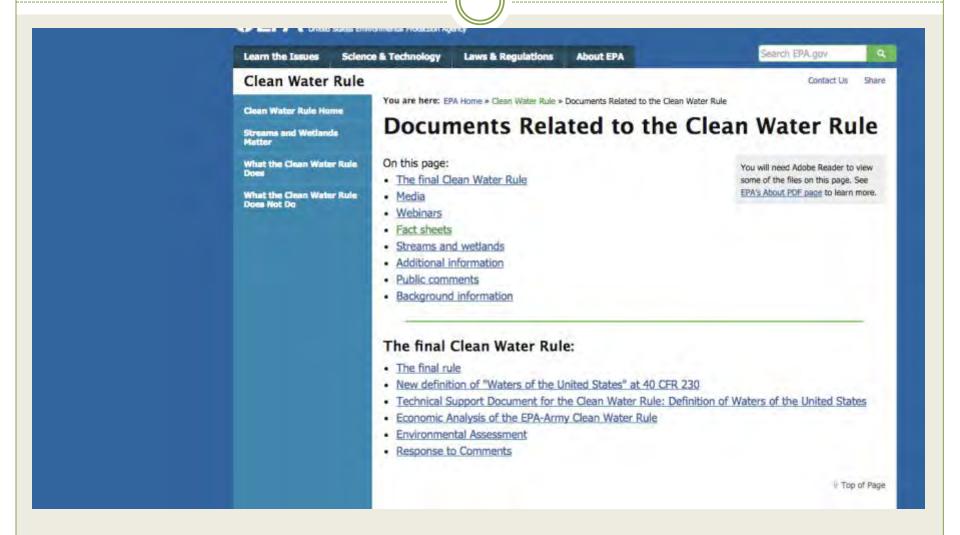
National Notices and Program Initiatives

- Amendments to the Nationwide Permit Program Regulations at 33 CFR part 330 28 January 2013
- Class I Civil Penalty Adjustment Direct Final Rule 28 January 2013
- Class I Civil Penalty Adjustment Proposed Rule 28 January 2013
- U.S. Army Corps of Engineers' Plan for Retrospective Review Under E.C. 13563 Federal Register Notice Comment Period Extended to March 2, 2012
- Federal Register: U.S. Army Corps of Engineers' Plan for Retrospective Review Under E.O. 13563, November 2011

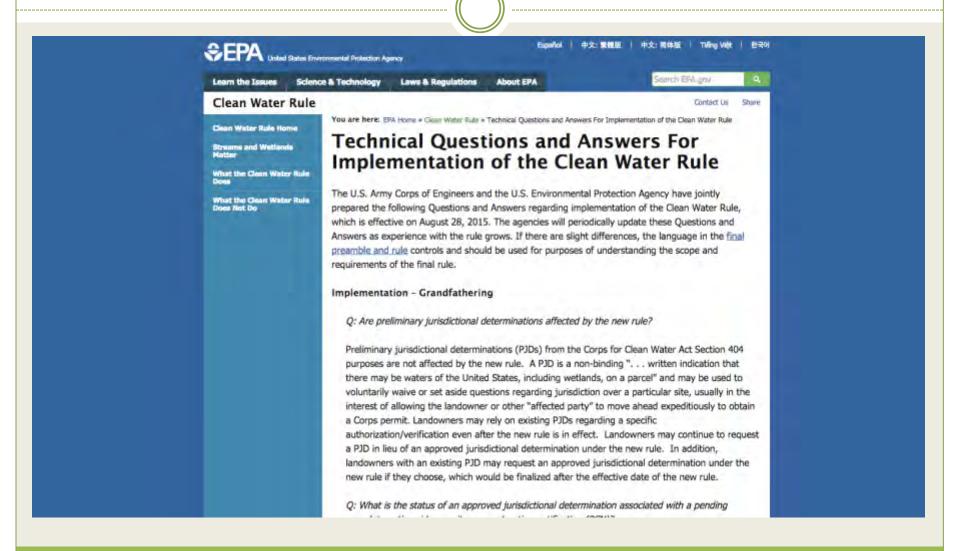
Announcements

- 17 August 2015 EPA and the U.S. Army Corps of Engineers released the second set of "Questions and Answers" regarding implementation of
 the Clean Water Rule, which is effective on 28 August 2015. The agencies will periodically update these "Questions and Answers" as experience
 with the rule grows. For the second set of "Questions and Answers" citics here.
- 31 July 2015 EPA and the U.S. Army Corps of Engineers released the first set of "Questions and Answers" regarding implementation of the
 Clean Water Rule, which is effective on 28 August 2015. The agencies will periodically update these "Questions and Answers" as experience with
 the rule grows. For the first set of "Questions and Answers" c/lick here.
- 29 Jun 2015 Federal Register Notice Announcing the Clean Water Rule: Definition of Waters of the United States. The effective date for the Clean Water Rule will be 28 Aug 2015.
- 27 May 2015 The Office of the Assistant Secretary of the Army for Civil Works and the U.S. Environmental Protection Agency have announced the release of the Clean Water Act Rule.
- Prepublication Version of the Final Rule
- EPA-Army Technical Support Document for the Cleen Water Rule: Definition of Waters of the United States
- EPA-Army Final Clean Water Rule Economic Analysis
- Additional information can be found by clicking here.
- 29 January 2015 Memorandum withdrawing the 25 Mar 2014 Interpretative Rule Regarding the Applicability of Clear Water Act Section 404(f)(i)
 (A) For additional information click here.
- 6 November 2014 The U.S. Army Corps of Engineers has established a streamlined process to request an evaluation of the wetland rating for plants on the National Wetland Plant List (NWPL). A request can be completed by submitting an online questionnaire on the NWPL website between 10 November 2014 and 31 January 2015. For additional information cilick here.

Resources



A place to check often (at least for now)



Big Picture (covered in last webinar)

- Some things unchanged (TNR, interstate, territorial seas, impoundments, some exclusions, use of 1987 manual and regional supplements)
- Modifications and clarifications
 - Clarified exclusions (many ditches, artificially irrigated areas, certain artificial lakes, certain artificial pools and ornamental waters, certain incidental depressions, certain erosional features, puddles)
 - Clarified non-waters (groundwater, certain stormwater control features, certain wastewater recycling, basins, ponds, and distribution structures)
- Clarified Significant Nexus (defining tributaries, ditches, adjacent waters, neighboring, similarly situated, etc.)

Additional implications

- NWPs
- Some existing JDs (if life of permit extended, etc.)
- 402 (unlikely but possible)
- 303/305 (ensuring consistency a work in progress)



Emerging Q&A (from Corps' Fact Sheets)

 $\frac{Grandfathering}{Q\text{: Are preliminary jurisdictional determinations affected by the new rule?}$

Q: What is the status of an approved jurisdictional determination associated with a pending complete nationwide permit pre-construction notification (PCN)?

Characteristics of Tributaries and Erosional Features

Q: What is the difference between tributaries under the Clean Water Rule and erosional features which are not considered "waters of the U.S." under the Rule?

Q: What is a "bed and banks"?

Q: What is an "ordinary high water mark" (OHWM) and what are its indicators?

Q: Where do erosional features occur?

Q: How can I determine the difference between a tributary and an erosional feature in the field?

Adjacent and Case-Specific Waters

Q: What waters may be covered under the adjacent category of waters

Q: What waters may be covered under the site-specific significant nexus categories of waters under paragraph (a)(8)?

Q: What are considered wetland waters under the Rule?

Q: What types of non-wetland waters are included as adjacent waters or as site-specific significant nexus waters?

Agencies' Commitments

- Frequent postings to answer questions
- Webinars (promised bi-weekly)
- Recognizing role of local coordination and work through local POCs
- Working on "tools"
- Conducting joint assessments in the spring
- Open to new ideas



August 27th EPA-Corps Webinar



The Final Clean Water Rule



Thursday, August 27, 2015

1 - hour Webinar

Eastern: 1:00 p.m.-2:00 p.m.

Central: 12:00p.m.-1:00 p.m.

Mountain: 11:00 a.m.-12:00 p.m.

Pacific: 10:00 a.m.-11:00 a.m.

Join us to learn more details about the U.S. Environmental Protection Agency's (EPA) and U.S. Department of the Army's final Clean Water Rule. This webinar will provide a review of the final rule, survey some commonly asked questions, and discuss what to expect as the rule is implemented.

In a historic step for the protection of clean water, EPA and the Army signed the Clean Water Rule on May 27, 2015, to protect the streams and wetlands that form the foundation of the nation's water resources from pollution and degradation. The final rule is effective August 28, 2015.

Registration: You must register in advance to attend this webinar. Please register at: http://mp118885.cdn.mediaplatform.com/118885/ml/mp/4000/5345/5417/51065/Lobby/default.htm

Registration Questions?

Please contact Stefanie Gera at Stefanie.Gera@tetratech.com

More Information: www.epa.gov/cleanwaterrule and http://www.army.mil/asacw

Upshot...





WOTUS Lawsuits: Overview

- How many lawsuits?
- Who are the plaintiffs/petitioners?
- What courts are they in and why?
- What are their claims?
 - Procedural
 - Clean Water Act (statutory)
 - Constitutional
 - Other
- What are the possible remedies?

Number of Lawsuits

- United States District Courts
 - At least 11 cases filed (1 of which has been voluntarily dismissed)
- United States Circuit Courts of Appeals
 - At least 14 petitions for review

Who are the plaintiffs/petitioners?

States/Industry/Associations

American Farm Bureau Federation

- American Forest & Paper Association
- American Petroleum Institute
- American Road and Transportation Builders Association
- Greater Houston Builders Association
- Leading Builders of America
- Matagorda County Farm Bureau
- National Alliance of Forest Owners
- National Association of Home Builders
- National Association of Manufacturers
- National Association of Realtors
- National Cattlemen's Beef Association
- National Corn Growers Association
- National Mining Association
- National Pork Producers Council
- National Stone, Sand, and Gravel Association
- Public Lands Council
- Texas Farm Bureau
- U.S. Poultry & Egg Association

> Ohio

- Attorney General Bill Schuette on Behalf of the People of Michigan
- Tennessee

Georgia

- West Virginia
- Alabama
- Florida
- Indiana
- Kansas
- Kentucky
- North Carolina Department of Environment and Natural Resources
- South Carolina
- Utah
- Wisconsin
- Murray Energy Corporation
- Chamber of Commerce of the United States of America
 - National Federation of Independent Business
 - State Chamber of Oklahoma
 - Tulsa Regional Chamber
 - Portland Cement Association

Plaintiffs/Petitioners (continued)

States/Industry/Associations

- North Dakota
 - Alaska
 - Arizona
 - Arkansas
 - Colorado
 - Idaho
 - Missouri
 - Montana
 - Nebraska
 - Nevada
 - South Dakota
 - Wyoming
 - New Mexico Environment Department
 - New Mexico State Engineer
- Oklahoma
- Southeastern Legal Foundation, Inc.
 - Georgia Agribusiness Council, Inc.
 - Greater Atlanta Homebuilders Association, Inc.

- Texas
 - Louisiana
 - Mississippi
- Utility Water Act Group
- Washington Cattlemen's Association
 - California Cattlemen's Association
 - Oregon Cattlemen's Association
 - New Mexico Cattle Growers
 Association
 - New Mexico Wool Growers, Inc.
 - New Mexico Federal Lands Council
 - Coalition of Arizona/New Mexico
 Counties for Stable Economic Growth
 - Duarte Nursery, Inc.
 - Pierce Investment Company
 - LPF Properties, LLC.
 - Hawkes Company, Inc.

Plaintiffs/Petitioners (continued)

Environmental Organizations

- National Wildlife Federation
- Natural Resources Defense Council, Inc.
- Puget Soundkeeper Alliance
 - Sierra Club
- Waterkeeper Alliance, Inc.
 - Center for Biological Diversity
 - Center for Food Safety
 - Humboldt Baykeeper
 - Russian Riverkeeper
 - Monterey Coastkeeper
 - Snake River Waterkeeper, Inc.
 - Upper Missouri Waterkeeper, Inc.
 - Turtle Island Restoration Network, Inc.

Courts

- District Courts
 - Northern District of Georgia
 - Southern District of Georgia
 - District of Minnesota
 - District of North Dakota
 - Southern District of Ohio
 - Northern District of Oklahoma
 - Southern District of Texas
 - Northern District of West Virginia
- A motion is pending before the U.S. Judicial Panel on Multidistrict Litigation to transfer the district court cases for consolidated pretrial proceedings
- Hearing set for October 1, 2015

- Circuit Courts of Appeals
 - Second Circuit
 - Fifth Circuit
 - Sixth Circuit
 - Eighth Circuit
 - Ninth Circuit
 - Tenth Circuit
 - Eleventh Circuit
 - District of Columbia Circuit
- All circuit cases were consolidated in the Sixth Circuit

Question about Jurisdiction

- Do the District Courts or the Circuit Courts have jurisdiction?
- Why the uncertainty?

M. Judicial Review

Section 509(b)(1) of the CWA provides for judicial review in the courts of appeals of specifically enumerated actions of the Administrator. The Supreme Court and lower courts have reached different conclusions on the types of actions that fall within section 509. Compare, E.I. du Pont de Nemours and Co. v. Train, 430 U.S. 112 (1977); NRDC v. EPA, 673 F.2d 400 (D.C. Cir. 1982); National Cotton Council of Amer. v. EPA, 553 F.3d 927(6th Cir. 2009) cert denied 559 U.S. 936 (2010) with, Northwest Environmental Advocates v. EPA, 537 F.3d 1006 (9th Cir. 2008); Friends of the Everglades v. EPA, 699 F.3d 1280 (11th Cir. 2012) cert denied 559 U.S. 936 (2010).

80 Fed. Reg. 37104

Legal Claims

- Procedural violations associated with the rulemaking process
 - Substantial changes to proposed rule without additional public comment
 - Final rule is not a "logical outgrowth" of the proposed rule
 - Failed to make all information relied upon available to the public
 - Failed to respond appropriately to comments
- Clean Water Act (statutory) violations
 - Exceeds the agencies' CWA authority
 - Inconsistent with CWA's plain language
- Constitutional violations
 - Commerce Clause
 - Tenth Amendment
 - Due Process Clause
- Other violations
 - Regulatory Flexibility Act
 - Unfunded Mandates Reform Act
 - National Environmental Policy Act
 - Anti-Lobbying Act
 - Executive Orders

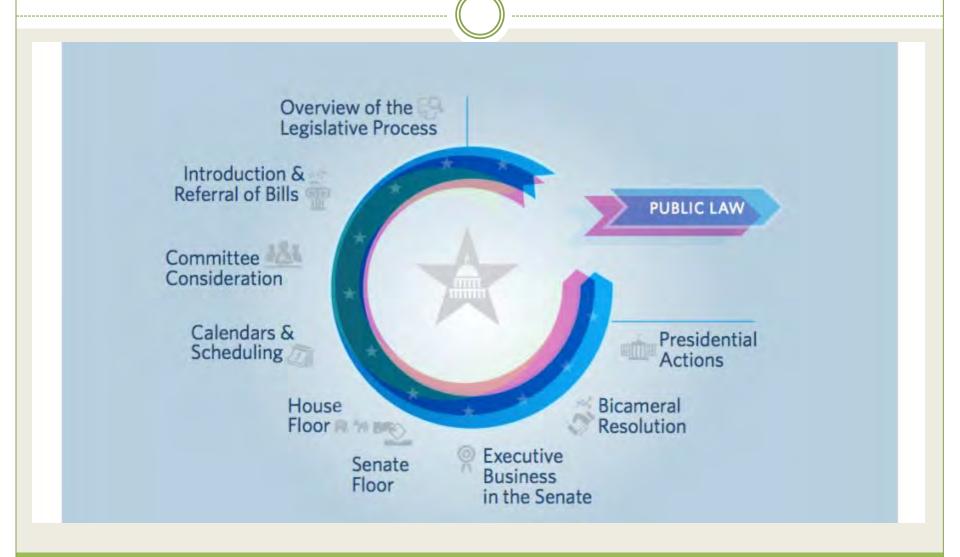
Remedies

- > Examples of relief requested in the lawsuits
 - Declaratory relief
 - Declare the final rule unlawful
 - Preliminary and permanent injunctive relief
 - Stay, remand, and/or set aside/vacate the final rule
 - Defer enforcement
 - Stay the effective date
 - Enjoin the agencies from implementing/enforcing/applying the final rule

The Potential Role of Congress

- Brief Review of Congressional Process
- Introduced Stand-alone Bills in Opposition
- Riders to Appropriations Bills to Stop the Clean Water Rule
- What to Watch

Legislative Process (from Congress.gov)



Stats



SECOND SESSION OF THE ONE HUNDRED THIRTEENTH CONGRESS

The first table gives a comprehensive résumé of all legislative business transacted by the Senate and House. The second table accounts for all nominations submitted to the Senate by the President for Senate confirmation.

DATA ON LEGISLATIVE ACTIVITY

January 3, 2014 through January 2, 2015

DISPOSITION OF EXECUTIVE NOMINATIONS

January 3, 2014 through January 2, 2015

	Servate	Howar	Total	Civilian nominations, tenting 534 limiteding 7 nominimum carried	
Days in session	136	135		mer from the First Scoom), disposed of as follows:	
Time or session	1688 hrs ; 35"	704 bm., 511		Confirmed	45
Congressered Record;				Withdraws	-
Pages of proceedings	56,941	H10,356		Resurred to White House	16
Estimates of Remarks		E1,857			
Public bills enacted into law	61	163	224	Other Civilian menipations, number 3:585, disposed of as follows:	
Provide bills enacted tools law			41.		
Bills in conference	I.	1		Confuned	
Messers passed, entil	501	565	1,066 -	Returned to White House	- 59
Sensor faille	95	87			
Heac hills	253	975		Air Tures monimises, unaling 4,424, disposed of as follows	
Senate yount resolutions	6	4		Confirmed	
House year resolutions		7		Withdraws	
Senare concurrent resolutions	2.	4		Reumand or White House	2
House concurred realizations	28	25		agrants of a first come	-
Simple confuciota	210	91		An income that will be a single in	
Mousem reported, total	275	377	652	Aimy nominations, totaling 6,379, disposed of an follows:	
Sesare bills	190	7		Continued	8,3
House hills	37	306		Wichiawa	
Sensor soint productors				Recorded in White House	- 4
House some requirement		2			
Senire coorument resolutions				Navy memicanions, norshing 3,877, disposed of as follows:	
House concurrent resolution	K			Cartimed	5.0
Simple resolutions	23	58		Returned by White House	
Special pasams	12	54		Retarned to White House	
Conference reports	- 1				
Measures pending an calendar	414	1.27		Marine Carps remnarious, totaling 879, disposed of as follows:	
Measures Inmediated, roral	1,452	2,505	3,937	Confirmed	-8
Bills	1,126	2,569		Recurred to White House	
Juste resolutions	18	27			
Concurrent mandations	14	55		The second second	
Simple resolutions	274	350		Sammery	
Quorum calls		- 1		Total pominarism carried over from the First Senior	
Ves-and-nay warn	366	** 348		Total nominations received this Session	19,7
Recorded votes		315		Total confirmed	18,9
Bills rement				Total socoefitmed	
Veroes merriôden				Total wahdown	
				Total returned to the White House	1,40

Substantive Bills

- H.R. 594, Waters of the United States Regulatory Overreach Protection Act of 2015, Rep Gosar (AZ) (introduced 1/28/2015); 185 cosponsors, referred to committee
- S.1140 Federal Water Quality Protection Act, Sen Barrasso, (WY) (introduced 4/30/2015), 43 cosponsors, 43 osponsors, reported out of committee July 2015
- Others...

What's a Rider?

"Riders" are controversial but frequently used devices of appropriations-based policymaking. Riders are amendments added to an appropriation bill. To be "germane" they must involve funds and spending. They amend appropriations bills to specifically prohibit or otherwise limit the use of federal funds for designated activities.



Former Versions of the Riders

House Interior & Env't bill:

• WATERS OF THE UNITED STATES 12 SEC. 422. None of the funds made available in this Act or any other Act for any fiscal year may be used to develop, adopt, implement, administer, or enforce any change to the regulations and guidance in effect on October 1, 2012, pertaining to the definition of waters under the jurisdiction of the Federal Water Pollution Control Act (33 U.S.C. 1251, et seq.), including the provisions of the rules dated November 13, 1986, and August 25, 1993, relating to said jurisdiction, and the guidance documents dated January 15, 2003, and December 2, 2008, relating to said jurisdiction. See page 122 of draft: http://appropriations.house.gov/uploadedfiles/bills-114hr-fc-ap-fy2016-ap00-interior.pdf

Senate bill:

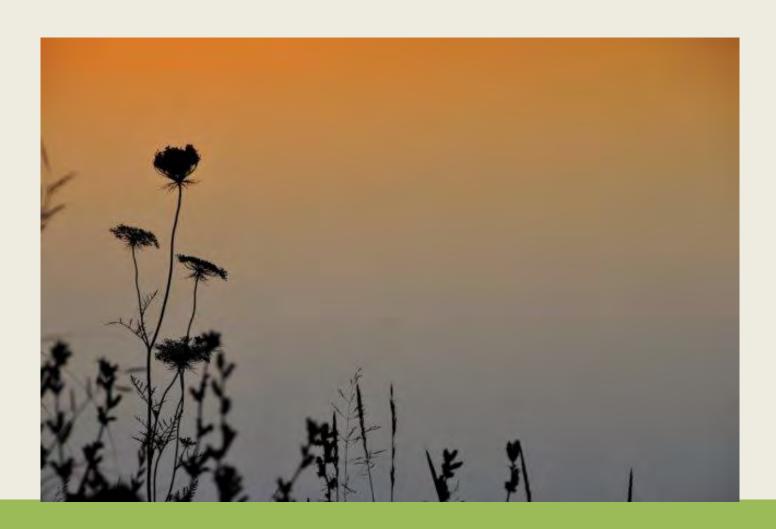
• SEC. 421. None of the funds made available in this Act or any other Act for any fiscal year may be used to develop, adopt, implement, administer, or enforce any change to the regulations and guidance in effect on October 1, 2012, pertaining to the definition of waters under the jurisdiction of the Federal Water Pollution Control Act (33 U.S.C. Sec. 1251, et seq.), including the provisions of the rules dated November 13, 1986 and August 15, 1993, relating to said jurisdiction, and the guidance documents dated January 15, 2003 and December 2, 2008, relating to said jurisdiction. See page 135 of the draft: https://www.congress.gov/114/bills/s1645/BILLS-114s1645pcs.pdf

So....what happens next?

- New rule becomes active
- Litigation continues and ensues
- Attempts at Congressional action persist
- Permit applications continue...
- Law professors write many footnotes!



Discussion



Thank you!

