

## **DECISION DOCUMENT NATIONWIDE PERMIT 54**

This document discusses the factors considered by the Corps of Engineers (Corps) during the issuance process for this Nationwide Permit (NWP). This document contains: (1) the public interest review required by Corps regulations at 33 CFR 320.4(a)(1) and (2); (2) a discussion of the environmental considerations necessary to comply with the National Environmental Policy Act; and (3) the impact analysis specified in Subparts C through F of the 404(b)(1) Guidelines (40 CFR Part 230). This evaluation of the NWP includes a discussion of compliance with applicable laws, consideration of public comments, an alternatives analysis, and a general assessment of individual and cumulative effects, including the general potential effects on each of the public interest factors specified at 33 CFR 320.4(a).

### **1.0 Text of the Nationwide Permit**

Living Shorelines. Structures and work in navigable waters of the United States and discharges of dredged or fill material into waters of the United States for the construction and maintenance of living shorelines to stabilize banks and shores in coastal waters, which includes the Great Lakes, along shores with small fetch and gentle slopes that are subject to low- to mid-energy waves. A living shoreline has a footprint that is made up mostly of native material. It incorporates vegetation or other living, natural “soft” elements alone or in combination with some type of harder shoreline structure (e.g., oyster or mussel reefs or rock sills) for added protection and stability. Living shorelines should maintain the natural continuity of the land-water interface, and retain or enhance shoreline ecological processes. Living shorelines must have a substantial biological component, either tidal or lacustrine fringe wetlands or oyster or mussel reef structures, but a portion of a living shoreline may consist of an unvegetated cobble, gravel, and/or sand beach, (i.e., a pocket beach). The following conditions must be met:

- (a) The structures and fill area, including cobble, gravel, and/or sand fills, sills, breakwaters, or reefs, cannot extend into the waterbody more than 30 feet from the mean low water line in tidal waters or the ordinary high water mark in the Great Lakes, unless the district engineer waives this criterion by making a written determination concluding that the activity will result in no more than minimal adverse environmental effects;
- (b) The activity is no more than 500 feet in length along the bank, unless the district engineer waives this criterion by making a written determination concluding that the activity will result in no more than minimal adverse environmental effects;
- (c) Coir logs, coir mats, stone, native oyster shell, native wood debris, and other structural materials must be adequately anchored, of sufficient weight, or installed in

a manner that prevents relocation in most wave action or water flow conditions, except for extremely severe storms;

(d) For living shorelines consisting of tidal or lacustrine fringe wetlands, native plants appropriate for current site conditions, including salinity and elevation, must be used if the site is planted by the permittee;

(e) Discharges of dredged or fill material into waters of the United States, and oyster or mussel reef structures in navigable waters, must be the minimum necessary for the establishment and maintenance of the living shoreline;

(f) If sills, breakwaters, or other structures must be constructed to protect fringe wetlands for the living shoreline, those structures must be the minimum size necessary to protect those fringe wetlands;

(g) The activity must be designed, constructed, and maintained so that it has no more than minimal adverse effects on water movement between the waterbody and the shore and the movement of aquatic organisms between the waterbody and the shore; and

(h) The living shoreline must be properly maintained, which may require periodic repair of sills, breakwaters, or reefs, or replacing cobble, gravel, and/or sand fills after severe storms or erosion events. Vegetation may be replanted to maintain the living shoreline. This NWP authorizes those maintenance and repair activities, including any minor deviations necessary to address changing environmental conditions.

This NWP also authorizes temporary structures, fills, and work, including the use of temporary mats, necessary to construct the living shoreline activity. Appropriate measures must be taken to maintain high flows, tidal flows or seiches, when temporary structures, work, and discharges of dredged or fill material, including cofferdams, are necessary for construction activities, access fills, or dewatering of construction sites. Temporary fills must consist of materials, and be placed in a manner, that will not be eroded by expected high flows, tidal flows or seiches. After construction, temporary fills must be removed in their entirety and the affected areas returned to pre-construction elevations. The areas affected by temporary fills must be revegetated, as appropriate.

This NWP does not authorize beach nourishment or land reclamation activities.

Notification: The permittee must submit a pre-construction notification to the district engineer prior to commencing the construction of the living shoreline. (See general condition 32.) The pre-construction notification must include a delineation of special aquatic sites (see paragraph (b)(4) of general condition 32). Pre-construction notification is not required for maintenance and repair activities for living shorelines

unless required by applicable NWP general conditions or regional conditions.  
(Authorities: Sections 10 and 404)

Note: In waters outside of coastal waters, nature-based bank stabilization techniques, such as bioengineering and vegetative stabilization, may be authorized by NWP 13.

## **1.1 Requirements**

General conditions of the NWPs are in the Federal Register notice announcing the issuance of this NWP. Pre-construction notification requirements, additional conditions, limitations, and restrictions are in 33 CFR part 330.

## **1.2 Statutory Authorities**

- Section 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. 403)
- Section 404 of the Clean Water Act (33 U.S.C. 1344)

## **1.3 Compliance with Related Laws (33 CFR 320.3)**

### 1.3.1 General

Nationwide permits are a type of general permit designed to authorize certain activities that have only minimal individual and cumulative adverse environmental effects and generally comply with the related laws cited in 33 CFR 320.3. Activities that result in more than minimal individual and cumulative adverse environmental effects cannot be authorized by NWPs. Individual review of each activity authorized by an NWP will not normally be performed, except when pre-construction notification to the Corps is required or when an applicant requests verification that an activity complies with an NWP. Potential adverse impacts and compliance with the laws cited in 33 CFR 320.3 are controlled by the terms and conditions of each NWP, regional and case-specific conditions, and the review process that is undertaken prior to the issuance of NWPs.

The evaluation of this NWP, and related documentation, considers compliance with each of the following laws, where applicable: Section 10 of the Rivers and Harbors Act of 1899; Sections 401, 402, and 404 of the Clean Water Act; Section 307(c) of the Coastal Zone Management Act of 1972, as amended; Section 302 of the Marine Protection, Research and Sanctuaries Act of 1972, as amended; the National Environmental Policy Act of 1969; the Fish and Wildlife Act of 1956; the Migratory Marine Game-Fish Act; the Fish and Wildlife Coordination Act, the Federal Power Act of 1920, as amended; the National Historic Preservation Act of 1966; the

Interstate Land Sales Full Disclosure Act; the Endangered Species Act; the Deepwater Port Act of 1974; the Marine Mammal Protection Act of 1972; Section 7(a) of the Wild and Scenic Rivers Act; the Ocean Thermal Energy Act of 1980; the National Fishing Enhancement Act of 1984; the Magnuson-Stevens Fishery and Conservation and Management Act, the Bald and Golden Eagle Protection Act; and the Migratory Bird Treaty Act. In addition, compliance of the NWP with other Federal requirements, such as Executive Orders and Federal regulations addressing issues such as floodplains, essential fish habitat, and critical resource waters is considered.

### 1.3.2 Terms and Conditions

Many NWPs have pre-construction notification requirements that trigger case-by-case review of certain activities. Two NWP general conditions require case-by-case review of all activities that might affect federally-listed endangered or threatened species or historic properties (i.e., general conditions 18 and 20, respectively). General condition 16 restricts the use of NWPs for activities that are located in federally-designated wild and scenic rivers. None of the NWPs authorize the construction of artificial reefs. If a proposed activity will impact a Corps federally authorized Civil Works project, general condition 31 requires that a review by the appropriate Corps office. General condition 28 addresses the use of an NWP with other NWPs to authorize a single and complete project, to ensure that the acreage limits of each of the NWPs used to authorize that project are not exceeded.

In some cases, activities authorized by an NWP may require other federal, state, or local authorizations. Examples of such cases include, but are not limited to: activities that are in marine sanctuaries or affect marine sanctuaries or marine mammals; the ownership, construction, location, and operation of ocean thermal conversion facilities or deep water ports beyond the territorial seas; activities that may result in discharges into waters of the United States and require Clean Water Act section 401 water quality certification; or activities in a state operating under a coastal zone management program approved by the Secretary of Commerce under the Coastal Zone Management Act. In such cases, a provision of the NWPs states that an NWP does not obviate the need to obtain other authorizations required by law. [33 CFR 330.4(b)(2)]

Additional safeguards include provisions that allow the Chief of Engineers, division engineers, and/or district engineers to: assert discretionary authority and require an individual permit for a specific activity; modify NWPs for specific activities by adding special conditions on a case-by-case basis; add conditions on a regional or nationwide basis to certain NWPs; or take action to suspend or revoke an NWP or NWP authorization for activities within a region or state. Regional conditions are imposed to protect important regional concerns and resources. [33 CFR 330.4(e) and 330.5]

### 1.3.3 Review Process

The analyses in this document and the coordination that was undertaken prior to the issuance of the NWP fulfill the requirements of the National Environmental Policy Act (NEPA), the Fish and Wildlife Coordination Act, and other acts promulgated to protect the quality of the environment.

All NWPs that authorize activities that may result in discharges into waters of the United States require compliance with the water quality certification requirements of section 401 of the Clean Water Act. NWPs that authorize activities within, or affecting land or water uses within a state that has a federally-approved coastal zone management program, must also be certified as consistent with the state's program, unless a presumption of concurrence occurs. The procedures to ensure that the NWPs comply with these laws are described in 33 CFR 330.4(c) and (d), respectively.

## **2.0 Purpose and Need for the Proposed Action**

The proposed action is the issuance of this NWP to authorize discharges of dredged or fill material into waters of the United States under section 404 of the Clean Water Act and structures and work in navigable waters of the United States under section 10 of the Rivers and Harbors Act of 1899 for the construction and maintenance of living shorelines that result in no more than minimal individual and cumulative adverse environmental effects. This proposed action is needed for effective implementation of the Corps' Regulatory Program, by authorizing with little, if any, delay or paperwork this category of activities, when those activities have no more than minimal individual and cumulative adverse environmental effects. This NWP also provides an incentive to project proponents to reduce impacts to jurisdictional waters and wetlands to receive the required authorization under section 404 of the Clean Water Act and section 10 of the Rivers and Harbors Act of 1899 in less time than it takes to obtain individual permits for those activities. Issuing an NWP to authorize activities that have no more than minimal adverse environmental effects instead of processing individual permit applications for these activities reduces regulatory burdens on the public, provides environmental benefits through avoidance and minimization of impacts to jurisdictional waters and wetlands in exchange for an expedited DA authorization for regulated activities. The issuance of this NWP also allows the Corps to allocate more of its resources towards evaluating proposed activities requiring Department of the Army authorization under that have the potential to cause more substantial adverse environmental effects.

### **3.0 Alternatives**

This evaluation includes an analysis of alternatives based on the text of NEPA, which requires consideration of a reasonable range of alternatives to the proposed agency action that are technically and economically feasible, and meet the purpose and need of the proposal. The alternatives identified below are based on an analysis of the reasonably foreseeable potential environmental impacts and socio-economic impacts to the Corps, federal, tribal, and state resource agencies, the general public, and prospective permittees.

#### ***3.1 No Action Alternative (Do Not Reissue the Nationwide Permit)***

The no action alternative would be to allow this NWP to continue to authorize activities until it expires on March 14, 2026, and not reissue the NWP. After the NWP expires, under the no action alternative activities that were authorized by this NWP would require individual permits, unless Corps districts issued regional general permits to authorize a similar category of activities that the NWP authorized.

#### ***3.2 Reissue the Nationwide Permit With Modifications***

This alternative consists of reissuing the NWP with modifications while considering additional changes to the NWP after evaluating the comments received in response to the proposal to reissue this NWP. This alternative includes changes to the terms and conditions of this NWP, including quantitative limits for this NWP, pre-construction notification thresholds and requirements, and other provisions of this NWP. Under this alternative, division and district engineers have the authority under 33 CFR 330.5(c) and (d) to modify, suspend, or revoke NWP authorizations on a regional or case-by-case basis to ensure that the NWP authorizes only those activities that result in no more than minimal individual and cumulative adverse environmental effects.

In the proposed rule published in the June 18, 2025, issue of the Federal Register (90 FR 26100), the Corps requested comments on the proposed reissuance of this NWP. The Corps proposed to modify the first paragraph of this NWP to state that a portion of a living shoreline can consist of an unvegetated cobble or sand beach, which can be considered a pocket beach. The Corps also proposed to modify paragraph (a) of this NWP by adding the phrase “cobble” and “gravel” before “sand fills” because the unconsolidated sediment in a living shoreline may consist of larger sized grains (e.g., cobbles and gravels) in addition to sands.

Since the Corps’ NWP program began in 1977, the Corps has continuously strived to develop NWPs that only authorize activities that result in no more than minimal individual and cumulative adverse environmental effects. Every five years the Corps

reevaluates the NWP during the reissuance process, and may modify an NWP to address concerns for the aquatic environment. Utilizing collected data and institutional knowledge concerning activities authorized by the Corps regulatory program, the Corps reevaluates the potential impacts of activities authorized by NWP. The Corps also uses substantive public comments on proposed NWP to assess the expected impacts.

### **3.3 Reissue the Nationwide Permit Without Modifications**

This alternative consists of reissuing the NWP without any modifications before it expires on March 14, 2026. Under this alternative, division and district engineers have the authority under 33 CFR 330.5(c) and (d) to modify, suspend, or revoke NWP authorizations on a regional or case-by-case basis to ensure that the NWP authorizes only those activities that result in no more than minimal individual and cumulative adverse environmental effects.

## **4.0 Environmental Consequences**

### **4.1 General Evaluation Criteria**

NWP can only authorize activities that have no more than minimal individual and cumulative adverse environmental impacts (see 33 U.S.C. 1344(e), 33 CFR 322.2(f), and 33 CFR 323.2(h)). This environmental assessment contains a general evaluation of the reasonably foreseeable effects of the individual activities authorized by this NWP and the reasonably foreseeable cumulative effects of the activities authorized by this NWP during the 5-year period it is anticipated to be in effect. In the assessment of these reasonably foreseeable individual and cumulative effects, the terms and limits of the NWP, pre-construction notification requirements, and the NWP general conditions are considered. The NWP general conditions include mitigation measures that avoid, minimize, rectify, and reduce individual and cumulative adverse environmental effects. For a specific activity authorized by the NWP, the district engineer may require compensatory mitigation and/or other forms of mitigation to ensure that the individual and cumulative adverse environmental effects caused by that NWP activity are no more than minimal.

The environmental effects of a proposed action are evaluated by assessing the direct and indirect effects that the action would likely have on the current environmental setting (Canter 1996). Effects are changes in ecosystem structure and functions over time (Spaling and Smit 1993) that are caused by anthropogenic and natural disturbances. How an ecosystem responds to disturbances is dependent on context, connections at various scales (e.g., local, regional, global) between ecosystems and ecosystem components, and the ecosystem's current

structure and functions (Walker and Salt 2006). Disturbances to ecosystems are not always harmful, and disturbances may be an important component of the ecosystem's dynamics (Wallington et al. 2005) that help maintain its structure and function, as well as the ecological services it provides. Some ecosystems require management by people to maintain or enhance their structure and functions (Comberti et al. 2015), as well as their resilience to disturbances (Lui et al. 2007) and other drivers of change.

Ecosystems are heterogeneous, open systems that interact with other ecosystems that occur in a landscape (Wallington et al. 2005) or a seascape. Ecosystems are subjected to multiple categories of disturbances over a variety of spatial (e.g., local, regional, global) and temporal scales (Foley et al. 2015, Elmqvist et al. 2003). A disturbance is an anthropogenic or natural event that alters or disrupts the structure and functions of an ecosystem, often to a substantial degree (Clewel and Aronson 2013). Disturbances are often caused by external influences, such as human activities (e.g., land use changes) and storms (Clewel and Aronson 2013). Activities authorized by this NWP are likely to act as disturbances that might temporarily or permanently change the structure and functions of aquatic ecosystems. When evaluating the potential environmental consequences of the issuance of this NWP on the current environmental setting, the direct and indirect impacts caused by activities authorized by this NWP should not be considered in isolation from the direct and indirect impacts on aquatic ecosystem structure and functions caused by other human activities, including activities not subject to the Corps' permitting authorities, because it is the collective impacts (i.e., cumulative impacts) of NWP activities and other categories of human activities that could alter the structure and functions of aquatic ecosystems.

For this environmental assessment, the proposed action is the issuance of this NWP. Because this environmental assessment is prepared for an NWP that may be used to authorize discharges of dredged or fill material into waters of the United States and/or structures and work in navigable waters of the United States across the country, it is a general, national scale assessment that takes into consideration the quantity and quality of waters and wetlands described with available national-scale information summarized in Appendix A of this document to describe the current environmental setting. Because the decision by Corps Headquarters on whether to issue an NWP is made in advance of that NWP going into effect and becoming available for use by project proponents to provide DA authorization for their activities, this environmental assessment does not identify or characterize any specific sites at which this NWP may be used during the five year period it is in effect. This environmental assessment also does not address the degree to which specific waters and wetlands on a project site may perform ecological functions and services that may be directly or indirectly affected by the activities authorized by the NWP, because that information is not available at the geographic scale of this environmental assessment. In addition, the specific functions and services performed by waters and wetlands, and the degree to which they perform those

functions and services, varies substantially among individual waters and wetlands, and may also vary over time (e.g., seasonally).

The decision on whether to issue an NWP is based on a general assessment of the reasonably foreseeable direct, indirect, and cumulative impacts on waters and wetlands across the country during the five-year period it is anticipated to be in effect. As such, this assessment must be speculative or predictive in general terms. Because the NWP authorizes activities across the United States and its territories, activities eligible for NWP authorization may be constructed in a wide variety of environmental settings, and affect waters and wetlands of varying quality, from severely degraded (i.e., performing ecological functions and services to a low degree, or not performing one or more ecological functions and services) to performing some or all ecological functions and services to a moderate or high degree. NWP activities may result in permanent or temporary losses of aquatic ecosystems and the functions and services they provide, or partial or complete losses of aquatic ecosystems and the functions and services they provide. Therefore, it is difficult to predict all of the reasonably foreseeable direct and indirect impacts that may be caused by each activity authorized by an NWP. For example, the NWP that authorizes 25 cubic yard discharges of dredged or fill material into various types of waters of the United States may be used to fulfill a variety of project purposes, and the direct and indirect environmental effects caused by those discharges may vary as a result of the characteristics of that activity and the environmental characteristics of the site and landscape or seascape setting in which the activity takes place. Therefore, some NWP activities require pre-construction notification for certain activities to provide district engineers the opportunity to review proposed activities on a case-by-case basis, consider the current environmental setting including the functions and services that may be performed by the affected waters and wetlands, and determine whether the NWP activity will result in no more than minimal individual and cumulative adverse environmental effects.

The Corps expects that the convenience and time savings associated with the use of this NWP will encourage applicants to design their projects to fall within the scope of the NWP rather than request individual permits for activities which could result in greater adverse impacts to the aquatic environment. The avoidance and minimization encouraged by the issuance of this NWP, as well as other mitigation measures that may be required for specific activities authorized by this NWP, is likely to help reduce cumulative effects to the Nation's wetlands, streams, and other aquatic resources caused by activities authorized by this NWP during the five year period it is anticipated to be in effect.

After this NWP is issued, division engineers prepare supplemental documentation to address whether regional conditions, regional suspensions, or regional revocations of this NWP are necessary to help ensure that the activities authorized by this NWP within a particular geographic area (e.g., watershed, seascape, county, state) result

in no more than minimal individual and cumulative adverse environmental effects (see 33 CFR 330.5(c)). In addition, when reviewing PCNs, district engineers may add conditions to specific NWP activities to ensure that those activities will result in no more than minimal individual and cumulative adverse environmental effects (see 33 CFR 330.5(d)).

In a specific watershed or other geographic region, division or district engineers may make a preliminary determination that the cumulative adverse environmental effects of activities authorized by this NWP during the five year period may be becoming more than minimal. In such circumstances, division and district engineers will conduct more detailed assessments to determine whether additional regional conditions or suspension or revocation of the NWP is appropriate to ensure that activities with more than minimal cumulative adverse environmental effects are not being authorized by the NWP. Division and district engineers have the authority to require individual permits in watersheds or other geographic areas where the cumulative adverse environmental effects are determined to be more than minimal, or to add conditions to the NWP either on a case-by-case or regional basis to require mitigation measures to ensure that the cumulative adverse environmental effects of these activities are no more than minimal. When a division or district engineer determines, using local or regional information, that a watershed or other geographic region is subject to more than minimal cumulative adverse environmental effects due to the use of this NWP, he or she will use the revocation and modification procedure at 33 CFR 330.5. In reaching the final decision, the division or district engineer will compile information on the cumulative adverse effects and amend the supplemental documentation that was prepared in accordance with 33 CFR 330.5(c)(1)(iii).

#### ***4.2 Impact Analysis***

This NWP authorizes structures and work in navigable waters of the United States and discharges of dredged or fill material into waters of the United States for the construction and maintenance of living shorelines.

See section 1.0 of this document for a more complete description of the activities authorized by this NWP, as well as limitations on those activities. The general conditions that apply to this NWP also impose further limitations on authorized activities.

Pre-construction notification is required for all activities authorized by this NWP, except for maintenance and repair activities. The pre-construction notification requirement allows district engineers to review proposed activities on a case-by-case basis to ensure that the individual and cumulative adverse environmental effects of those activities are no more than minimal. In addition, pre-construction notification may be required through general conditions, such as general condition

18 (endangered species) and general condition 20 (historic properties). If the district engineer determines that the adverse environmental effects of a particular activity are more than minimal after considering mitigation, then discretionary authority will be asserted and the applicant will be notified that another form of DA authorization, such as a regional general permit or individual permit, is required (see 33 CFR 330.4(e) and 330.5).

The potential impacts of activities authorized by this NWP on the Corps' public interest review factors listed in 33 CFR 320.4(a)(1) are discussed in more detail in Appendix B of this document. The potential impacts on the aquatic environment that could be caused by discharges of dredged or fill material into waters of the United States authorized by this NWP are discussed, in general terms, in the Clean Water Act section 404(b)(1) Guidelines analysis in Appendix C of this document.

In this environmental assessment, the analysis of environmental consequences is a qualitative analysis because of the paucity of quantitative data at a national scale on the quantity of aquatic ecosystems within the current environmental setting, as well as the paucity of data relating to the specific ecosystem functions and services performed by those aquatic ecosystems and the degree to which those aquatic ecosystem functions and services are performed. In addition, there is a lack of quantitative data at a national scale concerning the various human activities and natural factors that may directly or indirectly affect aquatic ecosystems and the functions and services they provide. As discussed throughout this environmental assessment, the activities authorized by this NWP are just one category among many categories of human activities that directly and indirectly affect waters and wetlands and the ecological functions and services those waters and wetlands provide. This environmental assessment focuses on the potential impacts on waters and wetlands that are reasonably foreseeable and would occur after this NWP is issued and goes into effect.

The terms of this NWP, including any acreage limits or any other quantitative limits in the text of the NWP, the protections provided by the NWP general conditions, plus any regional conditions imposed by division engineers and activity-specific conditions imposed by district engineers, will help ensure that the activities authorized by this NWP will result in no more than minimal individual and cumulative adverse environmental effects. An additional safeguard in the NWP Program is the ability of district engineers to exercise discretionary authority and require project proponents to obtain individual permits for proposed activities whenever a district engineer determines that a proposed activity will result in more than minimal individual or cumulative adverse environmental effects after considering any mitigation proposed by the project proponent (see 33 CFR 330.1(e)(3)).

In high value waters, division and district engineers can: 1) prohibit the use of the NWP in those waters and require an individual permit or regional general permit; 2)

decrease the acreage limit for the NWP; 3) add regional conditions to the NWP to ensure that the individual and cumulative adverse environmental effects are no more than minimal; or 4) for those NWP activities that require pre-construction notification, add special conditions to NWP authorizations, such as compensatory mitigation requirements, to ensure that the adverse environmental effects are no more than minimal. NWPs can authorize activities in high value waters as long as the individual and cumulative adverse environmental effects are no more than minimal.

Corps divisions and districts also monitor the use of this NWP and the authorized impacts identified in NWP verification letters. At a later time, if warranted, a division engineer may add regional conditions to further restrict or prohibit the use of this NWP to ensure that it does not authorize activities that result in more than minimal cumulative adverse environmental effects in a particular geographic region (e.g., a watershed, landscape unit, or seascape unit). To the extent practicable, division and district engineers will use data stored within automated information systems and institutional knowledge about the typical adverse effects of activities authorized by this NWP, as well as substantive public comments, to assess the individual and cumulative adverse environmental effects caused by regulated activities authorized by this NWP.

#### 4.2.1 Individual impacts

The individual environmental impacts are the reasonably foreseeable direct and indirect impacts to ecosystems caused by a specific activity authorized by this NWP (i.e., discharges of dredged or fill material into waters of the United States and/or structures and work in navigable waters of the United States) at a project site. Activities authorized by this NWP are likely to be disturbances that have the potential to temporarily or permanently change the structure and functions of aquatic ecosystems, including the degree to which those aquatic ecosystems perform ecosystem services. The types of activities generally considered to be “discharges of dredged or fill material into waters of the United States” and “structures and work in navigable waters of the United States” are discussed below.

This NWP authorizes discharges of dredged or fill material into waters of the United States. The Corps’ regulations define “dredged material” as “material that is excavated or dredged from waters of the United States.” [33 CFR 323.2(c)] The term “discharge of dredged material” means “any addition of dredged material into, including redeposit of dredged material other than incidental fallback within, the waters of the United States.” [33 CFR 323.2(d)(1)] The term “discharge of dredged material” includes, but is not limited to, (1) the addition of dredged material to a specified discharge site located in waters of the United States; (2) the runoff or overflow from a contained land or water disposal area; and (3) any addition, including redeposit other than incidental fallback, of dredged material, including excavated material, into waters of the United States which is incidental to any

activity, including mechanized land clearing, ditching, channelization, or other excavation. [33 CFR 323.2(d)(1)]

Under 33 CFR 323.2(d)(2), the term “discharge of dredged material” does not include any of the following:

(1) discharges of pollutants into waters of the United States resulting from the onshore subsequent processing of dredged material that is extracted for any commercial use (other than fill). These discharges are subject to section 402 of the Clean Water Act even though the extraction and deposit of such material may require a permit from the Corps or applicable State section 404 program.

(2) Activities that involve only the cutting or removing of vegetation above the ground (e.g., mowing, rotary cutting, and chainsawing) where the activity neither substantially disturbs the root system nor involves mechanized pushing, dragging, or other similar activities that redeposit excavated soil material.

(3) Incidental fallback.

The term “fill material” is defined at 33 CFR 323.2(e)(1) as meaning “material placed in waters of the United States where the material has the effect of: (1) replacing any portion of a water of the United States with dry land; or (2) changing the bottom elevation of any portion of a water of the United States. Examples of fill material include: “rock, sand, soil, clay, plastics, construction debris, wood chips, overburden from mining or other excavation activities, and materials used to create any structure or infrastructure in the waters of the United States.” [33 CFR 323.2(e)(2)] “Fill material” does not include trash or garbage (see 33 CFR 323.2(e)(3)). Discharges of trash or garbage may be regulated under section 402 of the Clean Water Act or other federal, state, or local laws and regulations.

The Corps’ regulations define the term “discharge of fill material” as meaning “the addition of fill material into waters of the United States.” [33 CFR 323.2(f)] Examples of discharges of fill material provided in section 323.2(f) include, but are not limited to, the following activities: (1) the placement of fill that is necessary for the construction of any structure or infrastructure in a water of the United States; (2) the building of any structure, infrastructure, or impoundment requiring rock, sand, dirt, or other material for its construction; (3) site-development fills for recreational, industrial, commercial, residential, or other uses; (4) causeways or road fills; (5) dams and dikes; (6) artificial islands; (7) property protection and/or reclamation devices such as riprap, groins, seawalls, breakwaters, and revetments; (8) beach nourishment; (9) levees; (10) fill for structures such as sewage treatment facilities, intake and outfall pipes associated with power plants and subaqueous utility lines; (11) placement of fill material for construction or maintenance of any liner, berm, or

other infrastructure associated with solid waste landfills; (12) placement of overburden, slurry, or tailings or similar mining-related materials; and (13) artificial reefs. Under 33 CFR 323.2(f), the term “discharge of fill material” does not include plowing, cultivating, seeding and harvesting for the production of food, fiber, and forest products.

Discharges of dredged or fill material into a water or wetland subject to the Corps’ jurisdiction under section 404 of the Clean Water Act may result in the complete or partial loss of wetland area, stream bed, or area of another type of aquatic ecosystem. That complete or partial loss of aquatic ecosystem area may result in a complete or partial loss of aquatic ecosystem functions and services, or changes in the types of ecosystem functions or services being performed at that site. The direct effects to waters and wetlands caused by activities authorized by this NWP may change those waters and wetlands to components of the built environment or uplands, convert an aquatic resource type to another aquatic resource type, or alter the functions and services provided by those waters and wetlands. The direct effects to waters and wetlands caused by activities authorized by this NWP may be permanent or temporary.

The indirect effects to waters and wetlands caused by activities authorized by this NWP may also convert an aquatic ecosystem type to another aquatic ecosystem type. The indirect effects to waters and wetlands caused by activities authorized by this NWP may be permanent or temporary. The contribution of activities authorized by this NWP to cumulative or aggregate effects to waters and wetlands is also dependent on the degree or magnitude to which the potentially affected aquatic resources perform ecological functions and services. Nearly all waters and wetlands have been directly and indirectly affected by human activities over time (e.g., Halpern et al. 2008 for oceans, Lotze et al. 2006 for estuaries, Zedler and Kercher 2005 for wetlands, Allan 2004 for streams), including land uses in areas that drain to these aquatic ecosystems.

This NWP authorizes structures and work in navigable waters of the United States. Structures and work in navigable waters of the United States may alter the ecological functions and services performed by those navigable waters. The Corps’ regulations for section 10 of the Rivers and Harbors Act of 1899 in 33 CFR part 322 define the term “structure” as including, “without limitation, any pier, boat dock, boat ramp, wharf, dolphin, weir, boom, breakwater, bulkhead, revetment, riprap, jetty, artificial island, artificial reef, permanent mooring structure, power transmission line, permanently moored floating vessel, piling, aid to navigation, or any other obstacle or obstruction.” [33 CFR 322.2(b)] The Corps’ section 10 regulations define the term “work” as including, “without limitation, any dredging or disposal of dredged material, excavation, filling, or other modification of a navigable water of the United States.” [33 CFR 322.2(c)] Under this NWP, the section 10 authorization applies to discharges of dredged or fill material into waters of the United States that are also navigable waters under section 10 of the Rivers and Harbors Act of 1899.

Structures and work in navigable waters of the United States do not typically result in losses of navigable waters, but they may change the ecological functions and services performed by those waters. Examples of exceptions would include fills in navigable waters to create fast land along the shoreline, or artificial islands. Structures and work in navigable waters may alter the physical, chemical, and biological characteristics of those waters, but they generally do not result in a loss in the quantity of navigable waters. Structures and work in navigable waters may alter the ecological functions and services provided by those waters. Those alterations will vary, depending on the characteristics of the specific activity authorized by this NWP and the current environmental setting in which the NWP activity may occur. The current environmental setting will vary from site to site, and from region to region, across the country.

As discussed above, the individual impacts of activities authorized by this NWP include the direct and indirect effects caused by discharges of dredged or fill material into waters of the United States and structures and work in navigable waters of the United States at a specific site. Whether the individual adverse environmental effects of an NWP activity are no more than minimal are dependent on activity-specific and site-specific factors. The activity-specific factors include the size and configuration of the NWP, the timing of the NWP activity, the extent that aquatic resource functions will be lost as a result of the NWP activity (e.g., partial or complete loss), the duration of the adverse effects (temporary or permanent), whether any best management practices or other mitigation measures are being used to reduce direct and indirect impacts, and how the project proponent conducts the NWP activity (e.g., what equipment is used to conduct the discharge dredged or fill material or to install structures or do work in navigable waters). The site-specific factors include the current environmental setting in the vicinity of the NWP activity, the type of resource(s) that will be affected by the NWP activity, the functions provided by the aquatic ecosystems that will be affected by the NWP activity, the degree or magnitude to which the aquatic ecosystems perform those functions, and the importance of the aquatic ecosystem functions to the region (e.g., watershed or ecoregion).

Discharges of dredged or fill material into waters of the United States and structures and work in navigable waters of the United States are anthropogenic disturbances that can affect the structure and functions of aquatic ecosystems, including the degree to which those functions are performed, but they are just two categories of anthropogenic disturbances among many categories of anthropogenic and natural disturbances that can affect the structure and functions of aquatic ecosystems. Many of the categories of human activities and natural factors that can affect the structure and functions of aquatic ecosystems are identified in Appendix A of this environmental assessment.

Among the various regions and individual sites in the United States and its

territories where this NWP may be used for activities that require DA authorization, there is substantial variability in the current environmental setting. As discussed in Appendix A, the current environmental setting is the result of direct and indirect alterations of aquatic and terrestrial ecosystems by various human activities and natural disturbances that have occurred over time (e.g., Ellis et al. 2021, Evans and Davis 2018, Clewell and Aronson 2013). The types of ecological functions and services provided by aquatic ecosystems vary considerably by region and by specific aquatic ecosystems, with some aquatic ecosystems performing ecological functions and services to a high degree, and other aquatic ecosystems performing ecological functions and services to a lesser degree. Given the geographic scope in which this NWP can be used to authorize activities under section 404 of the Clean Water Act and/or section 10 of the Rivers and Harbors Act of 1899 (i.e., the United States and its territories), the wide variability in aquatic ecosystem structure and functions from site to site and from region to region, and the limited quantitative data available at a national scale on functions and services provided by various types of aquatic ecosystems, the analysis of potential environmental consequences of the issuance of this NWP is a qualitative analysis. In addition, if this NWP is issued, it will be issued before many specific sites for proposed NWP activities are identified. Therefore, the impact analysis in this environmental assessment is a general, qualitative analysis and cannot consider site-specific characteristics associated with a particular NWP activity.

The individual activities authorized by this NWP are likely to affect, to some degree, the ecological functions and services provided by waters and wetlands. In addition, individual activities authorized by this NWP may indirectly affect non-aquatic ecosystems, such as upland forests and grasslands, as well as cultural or production ecosystems (e.g., parks or agricultural areas) that are cultural ecosystems that are managed by people. The severity of potential impacts to aquatic ecosystems caused by activities authorized by this NWP is dependent on a variety of factors. Impacts to aquatic ecosystems caused by activities authorized by this NWP may result in a partial, total, or no loss of aquatic ecosystem functions and services, depending on the specific characteristics of the NWP activity and the environmental setting in which the NWP activity occurs. In addition, the duration of those impacts may vary by activity, with some NWP activities causing permanent impacts, some NWP activities causing temporary impacts, and other NWP activities causing both permanent and temporary impacts. In addition, the duration of permanent or temporary impacts caused by an NWP activity may also be influenced by the resilience and resistance of the affected aquatic ecosystems to disturbances caused by the NWP activity.

The impacts of individual activities authorized by this NWP are also likely to vary by the biotic and abiotic characteristics of the site and the surrounding area. Some NWP activities may result in losses of most or all aquatic ecosystem functions and services at the site of an NWP activity. For example, an NWP activity may convert an aquatic ecosystem or a part of an aquatic ecosystem to dry land or a building or

other type of engineered feature, and eliminate all or most of the aquatic ecosystem functions and services that were provided by that site. Some NWP activities may cause losses of some ecosystem functions and services while retaining or enhancing other ecosystem functions and services at the project site (e.g., an NWP activity that converts an aquatic ecosystem to a different type of aquatic or terrestrial ecosystem that provides some ecological functions and services). Some NWP activities may result in no long-term changes in ecological functions and services performed by the affected waters and wetlands because the NWP activity caused only temporary impacts and either the site recovered or was restored after that NWP activity was completed.

When determining whether a proposed NWP activity will cause no more than minimal individual and cumulative adverse environmental effects, the district engineer will consider the direct and indirect effects caused by the NWP activity. The district engineer will also consider the cumulative adverse environmental effects caused by activities authorized by the NWP and whether those cumulative adverse environmental effects are no more than minimal. The district engineer will also consider site specific factors, such as the environmental setting in the vicinity of the NWP activity, the type of ecosystem that will be affected by the NWP activity, the functions provided by the aquatic ecosystems that will be affected by the NWP activity, the degree or magnitude to which the aquatic ecosystems perform those functions, the extent that aquatic ecosystem functions will be lost as a result of the NWP activity (e.g., partial or complete loss), the duration of the adverse effects (temporary or permanent), the importance of the aquatic ecosystem functions to the region (e.g., watershed or ecoregion), and mitigation required by the district engineer. If an appropriate functional or condition assessment method is available and practicable to use, that assessment method may be used by the district engineer to assist in the minimal adverse environmental effects determination. These criteria are listed in the NWP's in Section D, "District Engineer's Decision." The district engineer may add case-specific special conditions to the NWP authorization to address site-specific environmental concerns.

For a proposed NWP activity that may result in more than minimal individual adverse environmental effects, the district engineer will provide the applicant the opportunity to submit a mitigation proposal to reduce the adverse environmental effects so that they are no more than minimal (33 CFR 330.1(e)(3)). If the applicant cannot or will not submit an acceptable mitigation proposal to reduce the adverse environmental effects of the proposed NWP activity so that they are no more than minimal, the district engineer will exercise discretionary authority and require an individual permit for that activity (33 CFR 330.1(d)).

Additional conditions can be placed on NWP authorizations on a regional or activity-specific basis by division or district engineers to comply with applicable laws (e.g., section 7 of the Endangered Species Act and section 106 of the National Historic Preservation Act) and ensure that the authorized activities have no more than

minimal individual and cumulative adverse environmental effects. Regional conditions added to this NWP by division engineers will be used to account for differences in aquatic ecosystem functions, services, and values across the country, ensure that the NWP authorizes only those activities with no more than minimal individual and cumulative adverse environmental effects. Regional conditions also allow each Corps district to prioritize its workload based on where its efforts will best serve to protect the aquatic environment and other relevant public interest review factors. Regional conditions can restrict or prohibit the use of an NWP in certain waters (e.g., high value waters or specific types of wetlands or waters. Specific NWPs can also be revoked on a geographic or watershed basis where the individual and cumulative adverse environmental effects resulting from the use of those NWPs are more than minimal.

Under 33 CFR 330.4(f)(2), for an NWP activity proposed by a non-federal permittee, the district engineer will review the pre-construction notification to determine if ESA section 7 consultation is required for that activity. If the district engineer determines that the proposed NWP activity may affect listed species or designated critical habitat, ESA section 7 consultation will be conducted with the U.S. Fish and Wildlife Service (U.S. FWS) or National Marine Fisheries Service (NMFS) depending on which species the district engineer determined may be affected by the proposed NWP activity. During the ESA section 7 consultation process the U.S. FWS or NMFS will evaluate the effects of the action caused by the proposed NWP activity, the status of the species and critical habitat, and the consequences of other activities that are caused by the proposed action but that are not part of the action that are reasonably certain to occur within the action area. For formal ESA section 7 consultations, the U.S. FWS or NMFS will formulate their opinion as to whether the proposed NWP activity is likely to jeopardize the continued existence of listed species (or species proposed for listing) or result in the destruction or adverse modification of critical habitat (or critical habitat proposed for such designation) (see 50 CFR 402.14(g)). The ESA section 7 consultation requirements may also be fulfilled through informal consultation, when the U.S. FWS or NMFS provide their written concurrence that a proposed NWP activity is not likely to adversely affect endangered or threatened species or their designated critical habitat (see 50 CFR 402.13(c)).

#### 4.2.2 Cumulative impacts

The activities authorized by this NWP must result in no more than minimal cumulative adverse environmental effects (see 33 USC 1344(e)(1); also see 33 CFR 322.2(f)(1) and 33 CFR 323.2(h)(1)). The cumulative impacts caused by the issuance of this NWP are the collective impacts on the environment across the country that are directly or indirectly caused by the use of this NWP to authorize discharges of dredged or fill material into waters of the United States under section 404 of the Clean Water Act and structures and work in navigable waters of the United States under section 10 of the Rivers and Harbors Act of 1899 during the

period it is anticipated to be in effect (i.e., five years or less). The cumulative impacts to the current environmental setting that are anticipated to be caused by activities authorized by this NWP during the next five years are evaluated against the current environmental setting to determine whether those cumulative impacts will be no more than minimal (for the purposes of general permit authorization) and will not have a reasonably foreseeable significant impact on the quality of the human environment, for the purposes of the National Environmental Policy Act.

The evaluation of cumulative impacts on the current environmental setting also needs to take into account activities authorized by other forms of DA authorization that will occur during the five year period this NWP is in effect, because activities authorized by standard individual permits, letters of permission, other NWPs, regional general permits, and programmatic general permits are also likely to cause direct and indirect environmental effects, including effects on aquatic ecosystems.

The evaluation of cumulative impacts on the current environmental setting must also take into account the direct and indirect environmental impacts caused by activities conducted by other federal, non-federal, and private entities across the country that do not require DA authorization and are likely to occur concurrently with the activities authorized by this NWP during the five-year period it is likely to be in effect. Examples of the activities that can alter the structure and functions of aquatic ecosystems and are not subject to the Corps' permitting authorities include changes in upland land use, discharges of pollutants regulated under section 402 of the Clean Water Act, non-point sources of pollution, harvesting species that inhabit waters and wetlands, and species introductions. Additional examples of activities not regulated by the Corps that directly and indirectly affect the structure and functions of aquatic ecosystems and the services they may perform are provided in Table A-12.

The activities authorized by this NWP, activities authorized by other forms of DA authorization (e.g., individual permits, regional general permits), and the activities conducted by other federal, non-federal, and private entities across the country that do not require Department of the Army authorization will interact with each other and may cause changes to the current environmental setting, including the structure and functions of aquatic ecosystems, and the ecosystem services they may provide. As discussed further in this section, those interactions may be additive, synergistic, or antagonistic. The assessment of cumulative impacts, especially at the large geographic scale covered by this environmental assessment (i.e., the United States and its territories, where the NWP can be used) is a difficult task for numerous reasons, such as: (1) the complexities of aquatic ecosystems and the landscapes and seascapes they are located in are complex and our limited understanding of those systems (Harris and Heathwaite 2012); (2) the multitude of contributors to cumulative impacts; (3) the various ways in which the contributors to cumulative impacts can interact with each other; and (4) the challenges in determining whether a change in ecosystem structure and functions is caused by a specific activity or

type of activity.

Based on reported use of this NWP during the period of February 22, 2022, to February 21, 2024, the Corps estimates that this NWP will be used approximately 55 times per year on a national basis, resulting in impacts to approximately 9 acres of waters of the United States, including jurisdictional wetlands. The text of this NWP requires the permittee to submit a pre-construction notification to the district engineer prior to commencing the construction of a new living shoreline. The text of this NWP does not require pre-construction notification for maintenance and repair activities for living shorelines. However, pre-construction notification may be required by the NWP general conditions or by regional conditions imposed by division engineers.

Based on reported use of this NWP during that time period, the Corps estimates that district engineers will not require compensatory mitigation to offset the impacts to waters of the United States authorized by this NWP because compensatory mitigation is not likely to be necessary to ensure that activities authorized by this NWP result in only minimal adverse effects on the aquatic environment. The verified activities that do not require compensatory mitigation will have been determined by Corps district engineers to result in no more than minimal individual and cumulative adverse effects on the aquatic environment without compensatory mitigation. During the period of 2026 to 2031, the Corps expects little change to the percentage of NWP 54 verifications requiring compensatory mitigation, because there have been no substantial changes in the mitigation general condition or the NWP regulations for determining when compensatory mitigation may be required for NWP activities. The demand for these types of activities could increase or decrease during the five year period this NWP is anticipated to be in effect.

Based on these annual estimates, the Corps estimates that approximately 275 activities could be authorized until this NWP expires, resulting in impacts to approximately 45 acres of waters of the United States, including jurisdictional wetlands. During the period this NWP is in effect, the individual and cumulative impacts on the aquatic environment caused by activities authorized by this NWP are expected to result in only minor changes to the current environmental setting at the scale at which this NWP is issued (i.e., the United States and its territories), which is described in Appendix A of this document. Division engineers have the authority to modify, suspend, or revoke this NWP in a particular geographic region (e.g., a Corps district, state, watershed, or seascape) if they believe those discharges of dredged or fill material into waters of the United States are likely to result in more than minimal individual and cumulative adverse environmental effects in the identified geographic region (see 33 CFR 330.5(c)). District engineers have the authority to modify, suspend, or revoke this NWP on a case-by-case basis if they determine those discharges of dredged or fill material into waters of the United States are likely to result in more than minimal individual and cumulative adverse environmental effects on the project site (see 33 CFR 330.5(d)).

Cumulative impacts result from the accumulation of direct and indirect impacts caused by multiple activities in a particular geographic area that persist over time (MacDonald 2000). Substantial changes in ecosystem structure and function are usually the result of the cumulative impacts of multiple disturbances (Hughes et al. 2013, Levin and Mollmann 2015, Scheffer and Carpenter 2003) and other drivers of ecosystem change.

Human activities that disturb ecosystems may interact with each other and cause larger impacts than expected, and natural variation in those ecosystems may also affect the severity of cumulative impacts (Clarke Murray et al. 2014). Disturbances are anthropogenic and natural events that change the structure and/or functions of an ecosystem, usually in a substantial manner (Clewell and Aronson 2013). Those changes may be temporary or permanent, depending on the ecological resilience of the ecosystem and whether thresholds are crossed (Suding and Hobbs 2008).

Cumulative impacts have also been defined as being produced by the interactions of multiple activities within a landscape, such as a watershed or ecoregion (Gosselink and Lee 1989). Cumulative impacts can also occur at a continental scale (Gosselink and Lee 1989). In coastal areas and ocean waters, the counterpart to a landscape unit for evaluating cumulative impacts would be a seascape. A seascape consists of marine and estuarine waters and their adjacent coastal lands (Pungetti et al. 2012). Since cumulative impacts occur at a broad geographic scale, it is usually difficult to clearly establish cause-and-effect relationships between the numerous activities that contribute to cumulative impacts and the ecosystems' responses to those multiple activities (Gosselink and Lee 1989). In a watershed or other type of ecological system, at any point in time there are numerous activities that overlap in space and time, which makes it difficult to establish precise causal linkages between specific activities, their impacts, and ecological outcomes (Harris and Heathwaite 2012).

All ecosystems are subjected to multiple disturbances that cause cumulative impacts to those ecosystems (Hodgson et al. 2019, Hodgson and Halpern 2018, Suding and Hobbs 2009). Cumulative impacts to aquatic ecosystems and other ecosystems include all human activities that can affect those ecosystems, and extend well beyond the activities authorized by this NWP. Cumulative impacts to aquatic ecosystems are caused by a variety of human activities (see section A.3 of Appendix A for a discussion and list of those activities). Natural disturbances may also contribute to cumulative impacts to aquatic ecosystems and other ecosystems, because they have the potential to change ecosystem structure and functions. Cumulative impacts have gained a substantial human component because of the numerous activities conducted by people as they interact with their environment (Crain et al. 2008).

Contributors to cumulative impacts are not limited to activities that are regulated by

a single agency, but they also include activities that are not regulated by that agency (Gosselink et al. 1990). Therefore, cumulative impact assessment should consider the impacts of multiple projects that occur in a region, as well as other human activities that are not considered “projects” per se, such as on-going agricultural activities, forestry activities, urbanization, and fossil fuel consumption (Spaling 1994) that are not subjected to environmental review by any entity (Hunsicker et al. 2016) but are likely to directly or indirectly affect ecosystem structure and functions. Some “non-project” contributors to cumulative impacts may be identified in a cumulative impact analysis but there may be other non-project contributors to cumulative impacts that cannot be identified (Spaling 1994) by the entity conducting the cumulative impact assessment.

Disturbances from various anthropogenic sources interact with each other to cause additional indirect or higher order effects to ecosystems (Hodgson and Halpern 2018). Therefore, when assessing cumulative impacts, it is important to consider not only the multitude of human activities and natural disturbances that contribute to cumulative impacts to aquatic ecosystems and other ecosystems, but how those disturbances interact with each other. There are a number of different ways in which impacts caused by human activities and natural disturbances can interact with each other and potentially change the structure and functions of ecosystems, which presents additional challenges to assessing cumulative impacts and where or not they are more than minimal or significant. Because of the complexity of ecological systems and potential higher order interactions among disturbances that are likely to affect ecosystem components, it is difficult to predict how cumulative impacts will change ecosystem structure and functions (Crain et al. 2008). There is substantial uncertainty in determining the severity of cumulative impacts because we do not fully understand how various disturbances interact with each other, and with ecosystem components, over space and time (Clarke Murray et al. 2014), and how those interactions control or influence ecological processes (Groffman et al. 2006).

Interactions among human and natural disturbances to ecosystems may be additive, synergistic, or antagonistic (Côté et al. 2016, Kelly et al. 2014, Crain et al. 2008). Under an additive interaction, an ecosystem’s response to two or more disturbances is the sum of those disturbances (Côté et al. 2016). Under a synergistic interaction, an ecosystem’s response to two or more disturbances is greater than the response from each disturbance (Côté et al. 2016). That is, for synergistic interactions the collective effects are more severe than they would be if they were simply added together. Under an antagonistic interaction, an ecosystem’s response to two or more disturbances is smaller than the response from each disturbance (Côté et al. 2016). In other words, for antagonistic interactions the collective effects are less than they would be if they were added together. As the number of anthropogenic and natural disturbances affecting an ecosystem increases, the likelihood of more complex interactions among those disturbances increases (Crain et al. 2008). When there are multiple disturbances acting on an ecosystem at the same time, it is difficult to identify which types of disturbance

interactions are occurring (Côté et al. 2016).

Many cumulative impact assessment methods assume additive interactions between disturbances and ecosystem components, but broader ecological studies show that synergistic and antagonistic interactions among disturbances are common (Korpinen and Andersen 2016). Some cumulative impact assessments assume that synergistic interactions are the most common form of disturbance interaction, and more consideration needs to be given to antagonistic and additive interactions (Côté et al. 2016). Assuming that all or most interactions among disturbances are synergistic interactions can lead to a false conclusion that ecosystem structure and functions have become more degraded than they actually have been. To avoid such false conclusions, it is important to consider antagonistic and additive disturbance interactions (Côté et al. 2016) when evaluating cumulative impacts and whether it is necessary to respond to those types of cumulative impacts. Côté and others (2016) recommend that natural resource managers consider that synergistic, antagonistic, and additive interactions among disturbances are equally likely to occur. In watersheds, cross-scale interactions between patterns and processes, multiple disturbances or stressors, and the organisms that inhabit those watersheds, as well as our limited understanding of these complex, adaptive, nonlinear systems (Harris and Heathwaite 2012) produces unavoidable uncertainty that poses challenges to making management decisions, including decisions regarding actions to respond to cumulative impacts.

For activities authorized by this NWP, the contribution of those activities to cumulative impacts on the structure and functions of jurisdictional waters and wetlands is dependent in part on how the disturbances cause by NWP activities interact with the disturbances caused by other human activities and natural events that occur during the period this NWP is in effect. Those interactions may be additive, synergistic, and/or antagonistic. Cross-scale interactions among ecosystems and disturbances are also likely to occur over geographic scales such as landscapes, watersheds, and seascapes, to further complicate the evaluation of cumulative impacts. The specific types of interactions that occur among NWP activities and other anthropogenic disturbances may vary by aquatic ecosystem types and geographic regions. The interactions that occur may also depend on the degree to which the affected jurisdictional waters and wetlands perform ecological functions and services, the categories of human activities and natural disturbances that affect the structure and function of jurisdictional waters and wetlands in that region, and other factors. The complexity of aquatic ecosystems, the potential types of interactions among the various causes of disturbance that can occur, and other factors make it difficult to predict how aquatic ecosystems in a particular region will respond to the cumulative impacts of the activities authorized by this NWP, activities authorized by other forms of DA authorization, and other activities that are not subject to the Corps' permitting authorities. Because of this uncertainty, a monitoring and reactive approach to addressing cumulative impacts through the division and district engineer's authority to modify, suspend, or revoke NWP

authorization on a regional or activity-specific basis is likely to be the most effective approach for ensuring in a particular region that this NWP authorizes only those activities that have no more than minimal cumulative adverse environmental effects.

All ecosystems are subject to disturbances, and it is the type, magnitude, and frequency of disturbances that causes an ecosystem to either: (1) maintain its structure and functions, (2) improve its structure and functions, or (3) exhibit a decline in its structure and functions (Spaling 1994). All ecosystems have some capacity to assimilate various amounts of disturbances without degrading ecosystem structure or functions (Spaling 1994). Potential ecosystem responses to multiple disturbances should take into account ecosystem dynamics, because ecosystems are not static and they are constantly changing in response to anthropogenic and natural drivers of environmental change as well as their internal processes that influence species composition and abundance (Clewell and Aronson 2013). Cumulative impact assessment should consider how aquatic ecosystems and other ecosystems respond to multiple and overlapping disturbances, and whether those ecosystems will continue to maintain their structure and functions or change their structure and functions to one or more alternative states.

Ecosystems are complex adaptive systems that self-organize in response to changes in environmental and biological drivers at various scales (Levin 1999), including human activities. Complexity imposes basic limits on what people can know and predict, so it is necessary to learn to expect surprises as ecosystems change (Harris and Heathwaite 2012). Ecosystem complexity is due to variability in the physical environment, stochastic variations in ecological processes, and differences in how anthropogenic and natural disturbances affect those ecosystems (Clewell and Aronson 2013). Ecosystem complexity poses challenges in attempting to predict when, and whether, cumulative impacts will alter the structure and functions of the ecosystems being assessed. Other factors, including ecological resilience and potential ecological thresholds may also influence how ecosystems respond to various disturbances.

Ecological science has altered its understanding of how ecosystems change over time, from static models based on equilibrium and predictable behavior to complex, dynamic models that are based on non-equilibrium and unpredictable behavior that accounts for the complexity and non-linearity of ecosystem dynamics (Wallington et al. 2005). Some ecosystems may exhibit gradual, continuous overall responses to multiple disturbances, while other ecosystems exhibit more complex dynamics, expressing little or no change in structure and functions in response to multiple disturbances until a threshold is reached where those ecosystems undergo abrupt, discontinuous (i.e., non-linear) changes in structure and functions (Wallington et al. 2005, Scheffer et al. 2001). Non-linear threshold dynamics in ecosystems are more difficult to predict than linear ecosystem responses to disturbances (Foley et al. 2015). Most ecosystems exhibit complex dynamics, especially as human activities have had increasing cumulative impacts on these systems (Suding and Hobbs

2009) over time.

Most ecosystems can tolerate disturbances and continue to provide ecological functions and services until they reach an ecological threshold that when crossed, causes the ecosystem to change to an alternative state with a substantially different structure and functions (Selkoe et al. 2015, Hunsicker et al. 2016, Suding and Hobbs 2009, Groffman et al. 2006, Scheffer et al. 2001). An ecological threshold is a point where a small change in environmental conditions caused by one or more disturbances results in an ecosystem undergoing a large, non-linear change in its structure and function (Kelly et al. 2015, Suding and Hobbs 2009, Groffman et al. 2006). Abrupt changes in ecosystem structure and function caused by crossing a threshold may occur when human activities reduce the resilience of those ecosystems (Folke et al. 2004). For many ecosystems it generally takes a substantial amount of collective disturbances (i.e., cumulative impacts) to cause an ecosystem to cross a threshold and abruptly change to a different structure and functions (Scheffer et al. 2001, Selkoe et al. 2015). However, some ecosystems may have a lower capacity to absorb disturbances and resist change because they are currently near an ecological threshold where a small amount of additional disturbance may cause the ecosystem to change to a different structure and functions (Selkoe et al. 2015).

Non-linear ecosystem dynamics and thresholds apply to a wide variety of ecosystems, but not all ecosystems (Foley et al. 2015, Groffman et al. 2006, Suding and Hobbs 2009). Threshold dynamics in ecosystems are strongly influenced by human activities (Suding and Hobbs 2009). Non-linear ecosystem dynamics and threshold responses are common in marine ecosystems (Hunsicker et al. 2016). Numerous aquatic ecosystems (e.g., lakes, coral reefs, oyster reefs, fish communities) can shift between alternative states instead of exhibiting gradual responses to disturbances and changing environmental conditions (Scheffer et al. 2001). Ecological thresholds associated with shifts to alternative states have also been observed in terrestrial ecosystems (Groffman et al. 2006). Ecological thresholds are more difficult to identify in terrestrial ecosystems because those ecosystems change more slowly (Groffman et al. 2006). It is also more challenging to identify thresholds in ecosystems that respond more slowly to disturbances, and to develop effective management responses when those ecosystems change to an alternative state (Hughes et al. 2013).

Resilience is the ability of ecosystems to withstand or absorb disturbance while maintaining their basic structure and functions (Suding and Hobbs 2009, Walker and Salt 2006, Folke et al. 2004). An ecosystem with greater resilience can absorb more disturbances than an ecosystem with lower resilience (Kelly et al. 2014). Resilience is linked to non-linear dynamics, where an ecosystem can absorb disturbances to some degree before approaching an ecological threshold where an additional amount of disturbance causes that ecosystem to abruptly change to a different structure and functions (Kelly et al. 2014). Loss of resilience can increase

an ecosystem's susceptibility to changing to a different structure and functions, and some changes to alternative states may be irreversible (Folke et al. 2004). Human activities can affect the resilience of ecosystems by changing their biotic composition and how those ecosystems respond to disturbances (Suding and Hobbs 2009). Examples of human activities that can reduce the resilience of ecosystems, and the ability of those ecosystems to sustain their structure and functions after being subjected to disturbances, include land use changes, pollution, resource exploitation, changes in disturbance regimes, and changes in environmental conditions (Folke et al. 2004). Activities authorized by this NWP may also contribute to decreases in aquatic ecosystem resilience, but those contributions are likely to be insignificant because of the wide variety of potential disturbances outside of the Corps' jurisdictional authority to which ecosystems are exposed.

Aquatic ecosystems may exhibit linear or non-linear ecosystem dynamics in response to direct and indirect impacts caused by activities authorized by this NWP and other anthropogenic and natural disturbances. Therefore, there is uncertainty in how these aquatic ecosystems will respond to activities authorized by this NWP and other disturbances. Depending on the degree to which aquatic ecosystems are resilient to disturbances caused by activities authorized by this NWP and to other anthropogenic and natural disturbances, some aquatic ecosystems in a watershed or other region may exhibit little or no change in structure and functions during the period this NWP is in effect. Under these circumstances, the use of this NWP during the period it is in effect could be considered as resulting in no more than minimal cumulative adverse environmental effects. There may be waterbodies, watersheds, or other regions where jurisdictional waters and wetlands are at or near ecological thresholds that where additional disturbances, including disturbances caused by activities authorized by this NWP, may cause those aquatic ecosystems to shift to an alternative state with substantially different structure and functions. In those situations, division and district engineers will determine whether activities authorized by this NWP were responsible for the substantial changes in structure and functions of the aquatic ecosystems in that region, and may take action to modify, suspend, or revoke the NWP in that region or modify, suspend, or revoke the NWP authorization for specific activities in that region.

Current environmental laws (e.g., the Clean Water Act, the National Environmental Policy Act) were passed in the late 1960s and early 1970s, before ecological science began to understand that many ecosystems exhibit non-linear responses to disturbances (Kelly et al. 2014). Therefore, those environmental laws assume that ecosystems exhibit linear responses to disturbances. Activities authorized by this NWP during the period it is in effect may, or may not, alter the structure, functions, and dynamics of aquatic ecosystems, and the responses of those ecosystems to multiple disturbances may be linear or non-linear. In most cases, our current understanding of aquatic ecosystems or other ecosystems is not sufficient for predicting how they are likely to respond to single disturbances or multiple

disturbances (Clarke Murray et al. 2014, Kelly et al. 2014, Suding and Hobbs 2009, Cocklin et al. 1992).

Cumulative impacts are evaluated against the current environmental setting, and the current environmental setting is the product of environmental change (Cocklin et al. 1992) that has occurred over many years over broad geographic areas (e.g., landscapes, seascapes) as a result of a variety of human activities and natural disturbances. For a particular ecosystem, its response to cumulative impacts may be dependent on the current condition of that ecosystem (Clarke Murray et al. 2014), which may not be well understood with currently available information. Ecological thresholds can provide useful, science-based targets for environmental regulation (Kelly et al. 2014), including the evaluation of the cumulative impacts to ecosystems caused by multiple human activities and natural disturbances. However, because of ecosystem complexity and dynamics, our incomplete understanding of these ecosystems, incomplete information about the current functions and services provided by these ecosystems, whether a particular ecosystem is near an ecological threshold where it might be more susceptible to transforming to an alternative state, incomplete information about other concurrent activities that might affect ecosystem structure and functions, and other information gaps make it difficult to predict whether or not the cumulative use of this NWP during the five year period it is in effect may, or may not, cause no more than minimal adverse cumulative effects.

Because this NWP authorizes activities across the United States and its territories, for the issuance of this NWP, the analysis of cumulative impacts would be the accumulation of impacts caused by activities authorized by this NWP during the period it is in effect (i.e., no more than five years), and how those accumulated impacts could affect the current environmental setting within the United States and its territories. The effects of those accumulated impacts on ecosystem structure and functions are also dependent on how the impacts authorized by this NWP interact (i.e., synergistically, antagonistically, or additively) with impacts caused by other federal, non-federal, and private actions that occur during the period this NWP is in effect, because the activities conducted under this NWP cannot be isolated from those federal, non-federal, and private actions, or from activities that are authorized by other forms of DA authorization, such as individual permits and regional general permits. During the five year period this NWP is in effect, it is the collective impacts of all of these activities that may alter the structure and functions of the ecosystems being evaluated for cumulative impacts.

Cumulative impact analysis can utilize either a stressor-based approach or an effects-based approach (e.g., Duinker et al. 2013, Dubé 2003, Cocklin et al. 1992). A stressor-based approach evaluates the cumulative effects caused by a specific type of disturbance or cause of environmental change (Cocklin et al. 1992). A stressor-based approach to cumulative impact assessment does not take into account other potential anthropogenic or natural disturbances that may also cause

changes in ecosystem structure and functions (Duinker et al. 2013, Noble 2010). A stressor-based approach to cumulative impact assessment is unlikely to be effective in identifying and implementing management actions that could reduce or reverse those cumulative impacts because it might not identify all of the primary drivers of change in aquatic ecosystem structure and functions. With respect to the activities authorized by this NWP, under a stressor-based approach to cumulative impact analysis, those NWP activities might not be a substantial driver of changes in aquatic ecosystem structure and functions in a waterbody, watershed, or other geographic region.

In contrast to a stressor-based approach, an effects-based approach to cumulative impact analysis uses a broader definition of “cumulative impact” and thus takes into account the various categories of human activities (including NWP activities) and natural disturbances that contribute to cumulative environmental change. An effects-based approach to cumulative impact assessment is likely to be more robust than a stressor-based approach (Duinker et al. 2013, Duinker and Greig 2006). The complexity associated with the various categories of anthropogenic and natural disturbances that affect aquatic ecosystems and how they interact with each other present challenges with decision-making and management of cumulative impacts for a particular category of anthropogenic disturbance, such as activities authorized by this NWP. Those challenges arise because other anthropogenic disturbances, not activities authorized by this NWP, may be the primary drivers of substantial changes in ecosystem structure and functions in the areas where this NWP can be used to authorize activities regulated by the Corps. An effects-based approach to cumulative impact analysis may help point managers and decision-makers to broader courses of actions to respond to cumulative impacts and help support the sustainability of ecosystems in a region and their ability to provide ecological functions and services (e.g., Duinker and Greig 2006, Gosselink et al. 1990).

Because of the numerous categories of anthropogenic activities that contribute to cumulative effects to aquatic ecosystems, and the fact that activities authorized by this NWP do not occur in isolation from those other human activities, a stressor-based approach is not appropriate for an environmental assessment to determine whether the issuance of this NWP might cause more than minimal cumulative adverse environmental effects in the United States and its territories. In other words, during the period this NWP is in effect it is the interactions among: (1) the current environmental setting (i.e., the environmental baseline); (2) activities authorized by this NWP; (3) activities authorized by other forms of DA authorization; and (4) federal, non-federal, and private activities that the Corps does not have the authority to regulate (see section A.3 of Appendix A of this document) that have substantial influence on cumulative impacts that may, or may not, change the structure and functions of aquatic ecosystems within the geographic scope of the cumulative impact analysis. Therefore, this environmental assessment takes an effects-based approach to evaluating cumulative impacts of the proposed action and its alternatives.

There are a number of ecological considerations that should be taken into consideration when evaluating cumulative impacts, including the cumulative impacts of one category of activities (e.g., activities authorized by this NWP), that can alter or disrupt ecological processes and affect the structure and functions of jurisdictional waters and wetlands and other aquatic ecosystems and the services they provide. Those ecological considerations include: (1) the difficulties of establishing cause-and-effect relationships between a specific category of anthropogenic or natural disturbance and changes in ecosystem structure and functions; (2) evaluating how various types of anthropogenic and natural disturbances interact with each other; (3) ecosystem dynamics; (4) and ecological thresholds in ecosystems that exhibit non-linear dynamics. Cumulative effects analysis should take into account the complexity, uncertainty, and natural variation of ecosystems (Clarke Murray et al. 2014). Another challenge with cumulative impact assessment in practice is that there are currently substantial gaps in our ecological understanding of how multiple anthropogenic and natural disturbances interact with each other to cause changes to ecosystems and the ecological functions and services they provide (Hodgson et al. 2019, Côté et al. 2016, Clarke Murray et al. 2014).

When the capacity of a waterbody to perform ecological functions decreases substantially, it is usually difficult to identify one specific activity that is responsible for that degradation, because that degradation is usually the result of multiple anthropogenic disturbances that caused cumulative environmental change in that waterbody (Dubé 2003). When considering cumulative impacts to aquatic ecosystems caused by a specific category of anthropogenic disturbances, firmly establishing a cause-and-effect relationship between that disturbance category and subsequent environmental change is difficult because of the complexity of these ecosystems, their dynamic nature, and the many categories of human activities and natural disturbances that can affect their structure and function (e.g., Korpinen and Andersen 2016, Clarke Murray et al. 2014, Cocklin et al. 1992). Establishing a decisive cause-and-effect relationship between the use of the NWP in a region and substantial changes in the structure and functions of aquatic ecosystems in that region is difficult because of the greater likelihood that those substantial changes were caused by a combination of human activities and natural disturbances that affect the structure and function of those aquatic ecosystems. NWP activities occur concurrently with other human activities and natural disturbances, and the collective disturbances caused by human activities are the causes of cumulative change in aquatic ecosystems. Slowly-occurring changes to ecosystem structure and functions can also make it difficult to identify cause-and-effect linkages between disturbances and changes in ecosystem structure and function, making decision-making for regulatory and resource agencies more challenging (Hughes et al. 2013, Kelly et al. 2015).

Attempting to manage cumulative effects requires an understanding all of the

various anthropogenic and natural disturbances that can affect the ecosystem(s) being evaluated, not just the disturbances caused by a specific category of activities (Noble 2010). Therefore, all of those human activities and natural disturbances should be considered when assessing cumulative effects and determining whether there are appropriate management actions that could be required under the Corps' permitting authorities (and any other applicable federal, tribal, state, and local regulatory authorities) to address substantial cumulative adverse environmental effects. Because of the variety of human activities and natural disturbances that contribute to cumulative environmental change, resource managers should also understand that cumulative impacts are likely to continue to occur even if one particular of category of activities (e.g., the activities authorized by this NWP) is prohibited from occurring in that region for the foreseeable future.

Ecological thresholds can guide decision-making for regulatory programs (Kelly et al. 2014) for ecosystems with non-linear dynamics. However, it is difficult to predict where these thresholds are, and ecosystems may exhibit little change before a threshold is reached (Scheffer et al. 2009). If an ecological threshold exists, it may be difficult to identify because many thresholds are not known to exist until after an ecosystem has changed to an alternative state, especially if the ecosystem has resisted change after being exposed to multiple disturbances (Selkoe et al. 2015). Ecological thresholds are less useful for decision-making for ecosystems that have linear dynamics, because they change gradually in response to multiple disturbances over time, with no discernable threshold. Thresholds may be a critical tool for evaluating the significance of cumulative impacts (Duinker et al. 2013). Identifying ecological thresholds requires gathering sufficient information to better understand ecosystem dynamics and reduce uncertainty about where ecological thresholds may occur and under what circumstances they may be reached (Kelly et al. 2014) and cause the ecosystem to exhibit a substantial change in structure and functions. In addition, ecological thresholds are likely to change as ecosystems change over time, and it may be difficult to predict where an ecological threshold will exist in the future (Standish et al. 2014). Another factor to consider regarding the use of ecological thresholds in decision-making is that slower transitions to alternative states (i.e., substantial changes in ecosystem structure and functions) can be more difficult to identify and manage than sudden transitions to alternative states (Hughes et al. 2013). In some ecosystems, these transitions can take decades, centuries, or longer to occur (Hughes et al. 2013). Therefore, the utility of ecological thresholds in decision-making by Corps divisions and districts, as well as natural resource managers, is dependent on how quickly these transitions shifts are likely to occur in a particular ecosystem.

Implementing an approach to use ecological thresholds to make decisions regarding cumulative environmental change and shifts to alternative states has a number of challenges, such as the difficulty of identifying useful thresholds and the possibility that some for ecosystems it might not be possible to identify practical thresholds (Duinker and Greig 2006). The identification of ecological thresholds is

also complicated by the complexity of interactions between ecosystems, geography, local environmental factors, and large-scale environmental factors, and how ecosystems respond to disturbance (Standish et al. 2014). In addition, thresholds are likely to vary by specific ecosystems, with individual ecosystems having different thresholds, depending on site-specific and regional characteristics, including the types of disturbances a particular ecosystem is subjected (Groffman et al. 2006). Because of the difficulty in identifying thresholds in advance of an ecosystem shifting to a substantially different structure and functions, the most certain way to identify thresholds in ecosystems is to observe when a change to a substantially different structure and functions occurs (Kelly et al. 2014, Selkoe et al. 2015).

For jurisdictional waters and wetlands that exhibit non-linear responses to multiple disturbances, including disturbances caused by NWP activities, the “more than minimal cumulative adverse environmental effects” threshold could be interpreted as the occurrence of a substantial change in structure and functions after an ecological threshold is crossed. In other words, cumulative effects caused by activities authorized by this NWP during the period it is in effect would be no more than minimal if the aquatic ecosystems within the regional spatial scale at which cumulative effects are assessed (e.g., a waterbody, watershed, county, state, or Corps district) exhibit little or no change in aquatic ecosystem structure and functions during that time period.

For jurisdictional waters and wetlands that exhibit linear (additive or gradual) responses to multiple disturbances, including disturbances caused by NWP activities, the “more than minimal cumulative adverse environmental effects” threshold is more difficult to define ecologically because each disturbance causes an incremental change in the structure and function of that aquatic ecosystem. For jurisdictional waters and wetlands that exhibit linear responses to multiple disturbances, division and district engineers would have to exercise their judgment as to when the “more than minimal cumulative adverse environmental effects” threshold is exceeded in a particular region.

Because of differences between non-linear and linear responses by ecosystems to cumulative impacts, and other variables such as aquatic ecosystem resilience, the degree to which aquatic ecosystems have been affected by past human activities and natural disturbances, and gaps in understanding how aquatic ecosystems respond to multiple, interacting disturbances, a reactive approach by division and district engineers to address the potential cumulative adverse environmental effects caused by activities authorized by this NWP during the period it is in effect is warranted. If division and district engineers observe that jurisdictional waters and wetlands in a region are undergoing substantial changes in structure and function, they can take actions under 33 CFR 330.5(c) and (d) to modify, suspend, or revoke that NWP in that geographic area.

Cumulative impact analysis involves uncertainty because of our limited

understanding of ecosystems, including aquatic ecosystems, and how various human activities and natural disturbances affect the structure and function of those ecosystems (Clarke Murray et al. 2014). An additional challenge to assessing cumulative impacts is the difficulty of quantifying the response of an ecosystem to a specific disturbance, including the degree to which that disturbance affects the structure and functions of that ecosystem (Clarke Murray et al. 2014). Furthermore, if ecosystem response to a particular disturbance is difficult to quantify, then it is likely to be even more difficult to quantify how an ecosystem responds to the cumulative impacts of multiple disturbances and other drivers of ecosystem change. These factors point to the challenges and difficulties in quantifying cumulative impacts and determining whether or not they are likely to have a reasonably foreseeable significant impact on the quality of the human environment.

The use of thresholds for determining the significance or severity of cumulative impacts should focus on the use of ecological thresholds, rather than regulatory thresholds, because regulatory thresholds are typically not based on ecological concepts (Duinker et al. 2013), such as ecosystems dynamics in response to multiple disturbances and other drivers. In addition, some regulatory thresholds, especially qualitative thresholds (e.g., an environmental change that is “no more than minimal”), are subjective, and present challenges in defining that regulatory threshold and how to apply it to decision-making. Compared to regulatory thresholds, one advantage that ecological thresholds have as an environmental decision-making tool is that ecological thresholds are not arbitrary because they are based on observable biophysical ecosystem responses (Kelly et al. 2015).

This qualitative assessment of cumulative impacts that may be caused by the issuance of this NWP is necessary because of the lack of data concerning: (1) the quantity of aquatic ecosystems across the country, (2) the degree to which those aquatic ecosystems perform various ecological functions and services, (3) the numbers, types, and impacts of federal, non-federal, and private actions across the country that may affect the structure and functions of aquatic ecosystems, (4) what types of interactions are likely to occur among the various anthropogenic disturbances to aquatic ecosystems, (5) the degree to which those aquatic ecosystems are resilient to disturbances, and (6) other data gaps. These data limitations make it difficult to conclude, with any confidence, that the issuance of this NWP is likely to cause more than minimal cumulative adverse environmental effects to aquatic ecosystems in the United States and its territories. However, because of the “no more than minimal cumulative adverse effects” is much lower than the threshold for requiring an environmental impact statement under NEPA, the issuance of this NWP will not have a reasonably foreseeable significant impact on the quality of the human environment.

Because the activities authorized by this NWP constitute only a small proportion of the categories of human activities across the country that directly and indirectly affect ocean waters, estuarine waters, lakes, wetlands, streams, and other aquatic

resources, the activities authorized by this NWP during the period it is anticipated to be in effect are likely to result in only a minor incremental change to the jurisdictional waters and wetlands in the affected environment (i.e., the current environmental setting in the United States and its territories), and the ecological functions and services those waters and wetlands provide. Division and district engineers will monitor the use of this NWP on a regional and activity-specific basis, and under their authorities in 33 CFR 330.5(c) and (d), will modify, suspend, or revoke NWP authorizations in situations where those activities will result in more than minimal cumulative adverse environmental effects in a waterbody, watershed, or other geographic region.

If, during the period the NWP is in effect, Corps Headquarters determines that this NWP is resulting in more than minimal cumulative adverse environmental effects across the country, it will take action under 33 CFR 330.5(b) to modify, suspend, or revoke this NWP. At a regional scale, division and district engineers will take actions under 33 CFR 330.5(c) and (d) respectively, to modify, suspend, or revoke this NWP when they determine that the use of this NWP in a region or for a specific activity will result in more than minimal cumulative adverse environmental effects.

### ***4.3 Impact Analysis for Alternatives to the Proposed Action***

#### **4.3.1 No Action Alternative (Do Not Reissue the Nationwide Permit)**

The no action alternative would not achieve one of the goals of the Corps' Nationwide Permit Program, which is to regulate with little, if any, delay or paperwork certain activities having minimal impacts (33 CFR 330.1(b)). The no action alternative would also reduce the Corps' ability to pursue the current level of review for other activities that have greater adverse effects on the aquatic environment, including activities that require standard individual permits as a result of division or district engineers exercising their discretionary authority under the NWP program. The no action alternative would also reduce the Corps' ability to conduct compliance actions.

If this NWP is not available, substantial additional resources would be required for the Corps to evaluate these minor activities through the standard individual permit process, and for the public and federal, tribal, and state resource agencies to review and comment on the large number of public notices for these activities. In a considerable majority of cases, when the Corps publishes public notices for proposed activities that result in no more than minimal adverse environmental effects, the Corps typically does not receive responses to these public notices from either the public or federal, tribal, and state resource agencies. Therefore, processing standard individual permits for these minimal impact activities is not likely to result in substantive changes to those activities. Another important benefit of the NWP program that would not be achieved through the no action alternative is

the incentive for project proponents to design their projects so that those activities meet the terms and conditions of an NWP. The Corps believes the NWPs have significantly reduced adverse effects to the aquatic environment because most applicants modify their activities that require DA authorization to comply with the NWPs and avoid the longer permit application review times and larger costs typically associated with the individual permit process.

If the NWP is allowed to expire without being reissued, and if project proponents seek individual permits for activities that require DA authorization, those standard individual permits may result in larger amounts of permanent and temporary impacts to waters of the United States because standard individual permits do not have any acreage limits or other quantitative limits. Therefore, the no action alternative could have more severe adverse environmental impacts than the other two alternatives.

Under the no action alternative, district engineers may issue regional general permits or programmatic general permits to authorize similar categories of activities that would have no more than minimal adverse environmental effects that could have been authorized by this NWP. However, those regional general permits or programmatic general permits may have different quantitative limits, different restrictions, and other permit conditions, and those quantitative limits, restrictions, and permit conditions may result in the authorization of activities that have greater, similar, or lesser adverse environmental effects than the activities that would have been authorized by this NWP. Under the no action alternative, there may be differences in consistency in implementation of the Corps Regulatory Program among Corps districts. District engineers can tailor their regional general permits and programmatic general permits to effectively address the specific categories of aquatic resources found in their geographic areas of responsibility, the specific categories of activities that occur in those geographic areas, and the ecological functions and services those categories of aquatic resources provide. The environmental consequences of this aspect of the no action alternative are more difficult to predict because of the potential variability of regional general permits and programmatic general permits among Corps districts across the country, when such general permits are available to authorize a similar category of activities as this NWP authorizes.

If this NWP is not reissued, districts would have to draft, propose, and issue regional general permits or programmatic general permits through the public notice and comment process and prepare applicable environmental documentation to support their decisions on whether to issue those regional general permits or programmatic general permits. It would take a substantial amount of time to issue those regional general permits and programmatic general permits, and in the interim proposed activities would have to be authorized through the individual permit process.

#### 4.3.2 Reissue the Nationwide Permit With Modifications

This NWP was developed to authorize discharges of dredged or fill material into waters of the United States and structures and work in navigable waters of the United States for the construction and maintenance of living shorelines that have no more than minimal individual and cumulative adverse environmental effects. The Corps has considered changes to the terms and conditions of this NWP suggested by comments received in response to the proposed rule, as well as modifying or adding NWP general conditions, as discussed in Appendix E of this document and the preamble of the Federal Register notice announcing the reissuance of this NWP.

Changing the terms and conditions of this NWP would likely result in changes the number of activities authorized by this NWP, and the environmental impacts of authorized activities. The environmental consequences of changing the terms and conditions of this NWP may vary, depending on whether modifications for the reissued NWP are more restrictive, less restrictive, or is similarly restrictive compared to previously issued versions of this NWP. The environmental consequences of changing the terms and conditions of this NWP are also dependent on the application of existing tools used to ensure that activities authorized by this NWP will only have no more than minimal adverse environmental effects. Those tools include the quantitative limits of the NWP, the pre-construction notification process, and the ability of division and district engineers to modify, suspend, or revoke this NWP on a regional or case-by-case basis.

Changing the national terms and conditions of this NWP may change the incentives for project proponents to reduce their proposed impacts to jurisdictional waters and wetlands to qualify for NWP authorization, and receive the required DA authorization for regulated activities in less time than it would take to receive individual permits for those activities. Under the individual permit process, the project proponent may request authorization for activities that have greater impacts on jurisdictional waters and wetlands, and may result in larger losses of aquatic resource functions and services.

The environmental consequences of division engineers exercising their discretionary authority to modify, suspend, or revoke this NWP on a regional basis may be a reduction in the number of activities that could be authorized by this NWP in a region or more NWP activities requiring pre-construction notification through regional changes in the PCN requirements for this NWP. The environmental consequences are likely to include reduced losses of waters of the United States because regional conditions can only further condition or restrict the applicability of an NWP (see 33 CFR 330.1(d)). The modification, suspension, or revocation of this NWP on a regional basis by division engineers may also reduce the number of activities authorized by this NWP, which may increase the number of activities that require standard individual permits. If more activities require standard individual

permits, permitted losses of jurisdictional waters and wetlands may increase because standard individual permits have no quantitative limits.

An environmental consequence of regional conditions added to the NWP by division engineers is the enhanced ability to address differences in aquatic resource functions, services, and values among different regions across the nation. Corps divisions may add regional conditions to the NWP to enhance protection of the aquatic environment in a region (e.g., a Corps district, state, or watershed) and address regional concerns regarding jurisdictional waters and wetlands and other resources (e.g., listed species or cultural resources) that may be affected or impacted by the activities authorized by this NWP. Division engineers can also revoke an NWP in a region if the use of that NWP results in more than minimal adverse environmental effects, especially in high value or rare waters or wetlands. When an NWP is issued or reissued by the Corps, division engineers issue supplemental documents that evaluate potential impacts of the NWP at a regional level, and assess cumulative impacts caused by this NWP on a regional basis during the period this NWP is in effect. [33 CFR 330.5(c)]

An environmental consequence of district engineers modify, suspending, or revoking this NWP on a case-by-case basis is the ability of district engineers to address site-specific conditions, including the degree to which aquatic resources on the project site provide ecological functions and services. Activity-specific modifications may also address site-specific resources (e.g., listed species or cultural resources) that may be affected by NWP activities. The environmental consequences of modification of this NWP on an activity-specific basis by district engineers may be further reductions in losses of waters of the United States for specific activities authorized by NWP because of mitigation required by district engineers during their reviews of PCNs to ensure that those activities result in no more than minimal individual and cumulative adverse environmental effects (see 33 CFR 330.1(e)(3)). Examples of mitigation that may be required by district engineers include permit conditions requiring compensatory mitigation to offset losses of waters of the United States or conditions added to the NWP authorization to prohibit the permittee from conducting the activity during specific times of the year to protect spawning fish and shellfish. If a proposed NWP activity will result in more than minimal adverse environmental effects, then the district engineer will exercise discretionary authority and require an individual permit. The individual permit review process requires a project-specific alternatives analysis, including the consideration of off-site alternatives, and a public interest review.

#### 4.3.3 Reissue the Nationwide Permit Without Modifications

Retaining the current terms and conditions of this NWP would likely result in little or no changes in the number of activities authorized by this NWP, and the environmental impacts of authorized activities. Project proponents would likely continue to design their project to qualify for NWP authorization. Retaining the

current national terms and conditions of this NWP would likely continue to provide incentives for project proponents to reduce their proposed impacts to jurisdictional waters and wetlands to qualify for NWP authorization, and receive the required DA authorization for regulated activities in less time than it would take to receive individual permits for those activities. Under this alternative, for those activities that require individual permits project proponents may request authorization for activities that have greater impacts on jurisdictional waters and wetlands, and may result in larger losses of aquatic resource functions and services.

Under this alternative, the environmental consequences of division engineers exercising their discretionary authority to modify, suspend, or revoke this NWP on a regional basis would be similar to the environmental consequences discussed in section 4.3.2 of this document. Corps divisions may add regional conditions to the NWPs to enhance protection of the aquatic environment in a region (e.g., a Corps district, state, or watershed) and address regional concerns regarding jurisdictional waters and wetlands and other resources (e.g., listed species or cultural resources) that may be affected or impacted by the activities authorized by this NWP. Division engineers can also revoke an NWP in a region if the use of that NWP results in more than minimal adverse environmental effects, especially in high value or rare waters or wetlands. When an NWP is issued or reissued by the Corps, division engineers issue supplemental documents that evaluate potential impacts of the NWP at a regional level, and assess cumulative impacts caused by this NWP on a regional basis during the period this NWP is in effect. [33 CFR 330.5(c)]

Under this alternative, the ability of district engineers to modify, suspended, or revoke this NWP on a case-by-case to address site-specific conditions, including the degree to which aquatic resources on the project site provide ecological functions and services, is likely to have environmental consequences similar to the environmental consequences of the alternative identified in section 3.2 of this document. Activity-specific modifications under this alternative may also address site-specific resources (e.g., listed species or cultural resources) that may be affected by NWP activities. Activity-specific modifications may also include mitigation requirements similar to the potential mitigation requirements discussed in section 4.3.2 of this document.

The reissuance of this NWP adopts the alternative identified in section 3.2 of this document. The Corps has considered the comments received in response to the proposed rule, and made changes to the NWPs, general conditions, and definitions to address those comments. Division engineer may add regional conditions to this NWP to help ensure that the use of the NWPs in a particular geographic area will result in no more than minimal individual and cumulative adverse environmental effects. District engineers may also add regional conditions to this NWP to help ensure compliance with other applicable laws, such as section 7 of the Endangered Species Act, section 106 of the National Historic Preservation Act, and the essential fish habitat provisions of the Magnuson-Stevens Fishery Conservation and

Management Act. Division engineers may also add regional conditions to this NWP to fulfill its tribal trust responsibilities.

Corps divisions and districts also monitor the use of this NWP and the authorized impacts identified in NWP verification letters. At a later time, if warranted, a division engineer may add regional conditions to further restrict or prohibit the use of this NWP to ensure that it does not authorize activities that result in more than minimal adverse environmental effects in a particular geographic region (e.g., a watershed, landscape unit, or seascape unit). To the extent practicable, division and district engineers will use regulatory automated information systems and institutional knowledge about the typical adverse effects of activities authorized by this NWP, as well as substantive public comments, to assess the individual and cumulative adverse environmental effects resulting from regulated activities authorized by this NWP.

## **5.0 Determinations**

### ***5.1 Finding of No Significant Impact***

Based on the information in this document, the Corps has determined that the discharges of dredged or fill material into waters of the United States and the structures and work in navigable waters of the United States authorized by the issuance of this NWP will not have a reasonably foreseeable significant impact on the quality of the human environment. During the period (up to five years) this NWP is anticipated to be in effect, the activities authorized by this NWP will result in only minor changes to the current environmental setting described in Appendix A of this environmental assessment. Therefore, the preparation of an environmental impact statement is not required for the issuance of this NWP.

### ***5.2 Public Interest Determination***

In Appendix B of this document, and in accordance with the requirements of 33 CFR 320.4, the Corps has determined, based on the information in this document, that the issuance of this NWP to authorize discharges of dredged or fill material into waters of the United States and structures and work in navigable waters of the United States for the construction and maintenance of living shorelines is not contrary to the public interest.

### ***5.3 Section 404(b)(1) Guidelines Compliance***

In Appendix C of this document, this NWP has been evaluated for compliance with the 404(b)(1) Guidelines, including Subparts C through G. Based on the information

in this document, the Corps has determined that the discharges authorized by this NWP comply with the 404(b)(1) Guidelines, with the inclusion of appropriate and practicable conditions, including mitigation measures required by the NWP general conditions, that minimize adverse effects on affected aquatic ecosystems. The discharges of dredged or fill material into waters of the United States authorized by this NWP will result in only minor changes to the current environmental setting described in Appendix A of this document, and will have no more than minimal individual and cumulative adverse effects on the aquatic environment during the period (up to five years) this NWP is anticipated to be in effect.

#### ***5.4 Section 176(c) of the Clean Air Act General Conformity Rule Review***

This issuance of this NWP has been analyzed for conformity applicability pursuant to regulations implementing section 176(c) of the Clean Air Act. It has been determined that the activities authorized by this permit will not exceed de minimis levels of direct emissions of a criteria pollutant or its precursors and are exempted by 40 CFR 93.153. Any later indirect emissions are generally not within the Corps continuing program responsibility and generally cannot be practicably controlled by the Corps. For these reasons, a conformity determination is not required for this NWP.

FOR THE COMMANDER

Dated: 05 JAN 24



Jason E. Kelly  
Major General, U.S. Army  
Deputy Commanding General for  
Civil and Emergency Operations

## Appendix A Current Environmental Setting

The current environmental setting is the baseline against which the environmental effects of the proposed action and alternatives are evaluated to determine whether the issuance of this NWP will have a significant impact on the quality of the human environment. The current environmental setting is also used to evaluate whether the activities authorized by this NWP across the country during the five year period it is likely to be in effect are likely to result in no more than minimal individual and cumulative adverse environmental effects when added to the current environmental setting and other federal, tribal, state, local, and private actions taking place concurrently with the activities authorized by this NWP. The current environmental setting consists of the present condition (i.e., structure and function) of aquatic and terrestrial ecosystems in the United States, including cultural ecosystems and urban ecosystems that have been directly and indirectly affected by past and present federal, non-federal, and private activities, as well as natural events such as storms, earthquakes, and wildfires.

The current environmental setting includes terrestrial and aquatic ecosystems within the United States and its territories, as well as the built environment. Ecosystems are assemblages of biotic and abiotic components in waterbodies or on land in which their components interact to form complex food webs, nutrient cycles, and energy flows (Gann et al. 2019). They are heterogeneous, open systems that interact with other ecosystems that occur in a landscape (Wallington et al. 2005) or a seascape, and are comprised of biotic components (e.g., animals, plants, fungi, protists) and abiotic elements (e.g., air, water, soil, rocks, chemical elements). The current environmental setting also includes cultural, social, and economic systems in the United States and its territories. The affected environment also includes social-ecological systems, which are complex, integrated systems of people and nature (Gann et al. 2019). The geographic scope of this environmental assessment, and its characterization of the current environmental setting, covers the United States and its territories because this NWP may be used across the country to authorize discharges of dredged or fill material into waters of the United States and/or structures or work in navigable waters of the United States, unless the NWP is revoked or suspended by a division or district engineer under the procedures in 33 CFR 330.5(c) and (d), respectively.

All of the Earth's ecosystems have been affected either directly or indirectly by human activities (Vitousek et al. 1997). The current environmental setting has been shaped by human activities, environmental changes, natural disturbances, and a variety of other factors over thousands of years. Humans have been managing, altering, and manipulating landscapes, including ecosystems within those landscapes, for more than 12,000 years (Ellis 2021). Examples of land use practices that affect landscapes and ecosystems include burning, hunting, species domestication, species propagation, and cultivation (Ellis et al. 2021). Pre-industrial people in North America occasionally caused large amounts of environmental

impacts through activities such as agriculture, hydrological engineering, over-hunting, establishing dense urban environments, moving species from place-to-place, and conducting prescribed burning at a scale that altered global and regional environmental conditions (Evans and Davis 2018). This includes indigenous people who have managed and altered ecosystems and landscapes throughout North America (Holl 2020).

Around the beginning of the 19th century, the degree of impacts of human activities on the Earth's ecosystems began to exceed the degree of impacts to ecosystems caused by natural disturbances and variability (Steffen et al. 2007). Over 75 percent of the ice-free land on Earth has been altered by human occupation and use (Ellis and Ramankutty 2008). Approximately 33 percent of the Earth's ice-free land consists of lands heavily used by people: urban areas, villages, lands used to produce crops, and occupied rangelands (Ellis and Ramankutty 2008). Human activities, and their impacts on organisms and communities inhabiting the Earth, have substantially increased since the 1970s because of growing human populations and increases in economic activities, including average per capita incomes (Diaz et al. 2018). These anthropogenic impacts have caused large global declines in the areal extent of ecosystems and their integrity, the species composition of local ecological communities, the abundance and number of wild species, and the number of locally domesticated varieties of species (Diaz et al. 2018).

In North America, multithreaded networks of stream channels and wetlands were common before land use changes (especially deforestation and agricultural conversions), mill dam construction, and other activities caused substantial sediment deposits to accumulate in valleys where these anastomosing riverine systems were located (e.g., Merritts et al. 2011, Wohl et al. 2021). Harvesting beaver and removal of large wood also contributed to losses of stream and wetland complexes in river valleys (Pollock et al. 2014).

For marine ecosystems, Halpern et al. (2008) determined that there are no marine waters that are unaffected by human activities, and that 41 percent of the area of ocean waters are affected by multiple anthropogenic stressors (e.g., land use activities that generate pollution that go to coastal waters, marine habitat destruction or modification, and the extraction of resources). The marine waters most highly impacted by human activities are located on the continental shelf and in slope areas, which are affected by both land-based and ocean-based human activities (Halpern et al. 2008).

The current environmental setting is the product of the cumulative or aggregated effects of human activities that have persisted over time, as well as the natural processes that have influenced, and continue to influence, the structure and function of aquatic ecosystems and other ecosystems. The current environmental setting includes the present effects of past activities authorized by previously issued

versions of this NWP and other NWPs. The current environmental setting also includes the present effects of past activities authorized by other forms of DA authorization, as well as many types of human activities that are not regulated by the Corps under its permitting authorities. The current environmental setting varies substantially in different areas of the country and in different waterbodies. The current environmental setting is dependent in part on the degree to which past and present human activities have altered aquatic and terrestrial ecosystems in a particular geographic area over time. For a particular site in which an NWP activity may take place, the current environmental setting can range from highly developed/altere d areas (e.g., urban and suburban areas, where human impacts to ecosystems are highest) to production areas (e.g., agricultural lands) to seminatural areas (e.g., parks) to near natural areas (e.g., wilderness where human impacts to ecosystems are lowest) (van Andel and Aronson 2012). Human impacts on seminatural ecosystems are lower than human impacts to production ecosystems (van Andel and Aronson 2012). Because humans have altered aquatic and terrestrial environments in numerous, substantial ways for thousands of years (e.g., Ellis et al. 2021, Evans and Davis 2018), the current environmental setting takes into account how past and present human activities, natural disturbances, and changing biotic and abiotic conditions have modified existing aquatic and terrestrial resources.

Ecosystems and human communities are highly dependent upon each other, and through their interactions they comprise social-ecological systems (Walker and Salt 2006). They usually maintain reciprocal relationships with each other, where humans make contributions to the maintenance and enhancement of ecosystems (“services to ecosystems”) and ecosystems provide a variety of services to people (Comberti et al. 2015). Most ecosystems have been shaped by human uses, such as providing food, fiber, medicines, or culturally important artifacts (e.g. totems, spiritually significant tools), and the concept of traditional cultural ecosystems acknowledges that ecosystems are the result of co-evolution of plants, animals, and humans in response to past environmental conditions (Gann et al. 2019). Because the degree and scale of human impacts have increased substantially over the past several decades, even those ecosystems that may be considered “pristine” are changing in response to impacts attributed to human activities, even when those activities occur a substantial distance from the specific ecosystem being evaluated (Holl 2020).

Ecosystems are subjected to multiple categories of disturbances over a variety of spatial (local, regional, global) and temporal scales (Foley et al. 2015, Elmqvist et al. 2003). A disturbance is an anthropogenic or natural event that alters or disrupts the structure and function of an ecosystem, often to a substantial degree (Clewel l and Aronson 2013). Disturbances are often caused by external influences, such as human activities (e.g., land use changes) and storms (Clewel l and Aronson 2013). A disturbance can have positive, negative, or neutral effects on ecosystems.

The structure and function of aquatic ecosystems, including waters and wetlands

subject to the Corps' permitting authorities, have been influenced by past and present activities in uplands, because land use/land cover changes in uplands and other activities in uplands have indirect effects on aquatic ecosystems (e.g., MEA 2005a, Reid 1993). Due to the large geographic scale of the affected environment (i.e., the United States and its territories), as well as the many past and present human activities that have shaped the affected environment, the affected environment can only be practicably described in general terms. In addition, for this environmental assessment it is not possible to describe the environmental conditions for specific sites where this NWP may be used to authorize regulated activities because those sites will be identified after this NWP is issued and goes into effect.

The total land area in the United States is approximately 2,260,000,000 acres, and the total land area in the contiguous United States is approximately 1,891,000,000 acres (Bigelow and Borchers 2017). Land uses in the United States as of 2012 is provided in Table A-1 (Bigelow and Borchers 2017). Of the land area in the entire United States, approximately 60 percent (1,370,000,000 acres) is privately owned (Bigelow and Borchers 2017). Of the remaining lands in the United States, the federal government hold 28 percent (644,000,000 acres), state and local governments own 8 percent (189,000,000 acres), and 3 percent (63,000,000 acres) is held in trust by the Bureau of Indian Affairs (Bigelow and Borchers 2017).

**Table A-1. Major land uses in the United States – 2012  
(Bigelow and Borchers 2017).**

Land Use	Acres	Percent of Total
Agriculture	1,186,000,000	52.5
Forest land	502,000,000	22.2
Transportation use	27,000,000	1.2
Recreation and wildlife areas	254,000,000	11.2
National defense areas	27,000,000	1.2
Urban land	70,000,000	3.1
Miscellaneous use	196,000,000	8.5
<b>Total land area</b>	<b>2,260,000,000</b>	<b>100.0</b>

The National Land Cover Database tracks changes in land cover patterns in the conterminous United States, including changes in land use cover, impervious surface cover, and forest canopy cover. The 2016 National Land Cover Database uses imagery from Landsat (at 30 meter resolution) to estimate land cover, urban impervious surfaces, tree cover, shrub cover, herbaceous plant cover, and bare ground (Homer et al. 2020) in the conterminous United States. Table A-2 presents National Land Cover Database class covers for 2016, in square kilometers.

**Table A-2. Classes of Land Cover in the Conterminous United States, in acres, in 2016 (Homer et al. 2020).**

National Land Cover Database Class	2016 area (acres)	% of 2016 Land Cover
Open water	104,691,137	5.26
Perennial ice/snow	127,012	0.01
Developed-open space	57,396,650	2.84
Developed-low intensity	29,592,352	1.43
Developed-medium intensity	13,907,832	0.63
Developed-high intensity	5,006,355	0.23
Barren land	20,484,295	1.02
Deciduous forest	187,012,565	9.46
Conifer forest	228,271,009	11.61
Mixed forest	72,443,143	3.62
Shrub/scrub	434,938,831	21.77
Grassland herbaceous	276,365,624	13.89
Pasture/hay	125,422,784	6.52
Cultivated crops	324,477,536	15.90
Woody wetlands	87,158,763	4.33
Herbaceous wetlands	29,334,868	1.50

The five predominant land covers in the conterminous United States are cultivated crops, shrub/scrub, conifer forest, deciduous forest, and open water. The five least extensive land covers in the conterminous United States are perennial ice/snow, developed-high intensity, developed-medium intensity, barren land, and developed-low intensity. Changes in the areal extent of open waters and wetlands over time are driven primarily by variations in precipitation, and by land use intensity and external disturbances (Homer et al. 2020). Between 2001 and 2016, the total area of surface water decreased by 0.30 percent, from 424,962 square kilometers in 2001 to 423,670 square kilometers in 2016 (Homer et al. 2020). Between 2001 and 2016, the total area of woody wetlands changed from 351,624 square kilometers in 2001 to 352,719 square kilometers in 2016 (a 0.31 percent increase), and herbaceous wetland extents changed from 119,391 square kilometers (2001) to 118,714 square kilometers (2016) (a 0.57 percent decrease) (Homer et al. 2020). Homer et al. (2020) concluded that land use cover across the conterminous United States is dynamic and substantial, and between 2001 and 2016 nearly 8 percent of the landscape had at least one change in land cover use. Almost 50 percent of that change involved forested areas, for which change was driven by harvesting, disease, pests, and fire (Homer et al. 2020).

### ***A.1 Quantity of Aquatic Ecosystems in the United States***

There are approximately 283.1 million acres of wetlands in the United States; 107.7 million acres are in the conterminous United States and the remaining 175.4 million acres are in Alaska (Mitsch and Hernandez 2013). Wetlands occupy less than 9 percent of the global land area (Zedler and Kercher 2005). According to Lang et al.

(2024), wetlands and deepwater habitats cover less than 6 percent of the land area in the conterminous United States. Rivers and streams comprise approximately 0.52 percent of the total land area of the continental United States (Butman and Raymond 2011). Therefore, the wetlands, streams, rivers, and other aquatic habitats that are potentially waters of the United States and subject to regulation by the Corps under section 404 of the Clean Water Act and section 10 of the Rivers and Harbors Act of 1899 comprise a minor proportion of the land area of the United States. The remaining land area of the United States (more than 92 percent, depending on the proportion of wetlands, streams, rivers, and other aquatic habitats that are subject to regulation under those two statutes) is outside the Corps regulatory authority. Inventories of wetlands, streams, and other aquatic resources are incomplete because the techniques used for those studies cannot identify some of those resources (e.g., Tiner (2017) for wetlands; Meyer and Wallace (2001) for streams).

Dahl (1990) estimated that approximately 53 percent of the wetlands in the conterminous United States were lost in the 200-year period from the 1780s to 1980s, while Alaska lost less than one percent of its wetlands and Hawaii lost approximately 12 percent of its original wetland acreage. In the 1780s, there were approximately 221 million acres of wetlands in the conterminous United States (Dahl 1990). California lost the largest percentage of its wetlands (91 percent), whereas Florida lost the largest acreage (9.3 million acres) (Dahl 1990). During that 200-year period, 22 states lost more than 50 percent of their wetland acreage, and 10 states have lost more than 70 percent of their original wetland acreage (Dahl 1990).

Framer et al. (1983) evaluated wetland status and trends in the United States during the period of the mid-1950s to the mid-1970s. During that 20-year period, approximately 7.9 million acres of wetlands (4.2 percent) were lost in the conterminous United States. Much of the loss of estuarine emergent wetlands was due to changes to estuarine subtidal deepwater habitat, and some loss of estuarine emergent wetlands was due to urban development. For palustrine vegetated wetlands, nearly all of the losses of those wetlands were due to agricultural activities (e.g., conversion to agricultural production).

The U.S. Fish and Wildlife Service also examined the status and trends of wetlands in the United States during the period of the mid-1970s to the 1980s, and found that there was a net loss of more than 2.6 million acres of wetlands (2.5 percent) during that time period (Dahl and Johnson 1991). Freshwater wetlands comprised 98 percent of those wetland losses (Dahl and Johnson 1991). During that time period, losses of estuarine wetlands were estimated to be 71,000 acres, with most of that loss due to changes of emergent estuarine wetlands to open waters caused by shifting sediments (Dahl and Johnson 1991). Conversions of wetlands to agricultural use were responsible for 54 percent of the wetland losses, and conversion to other land uses resulted in the loss of 41 percent of wetlands (Dahl

and Johnson 1991). Urban development was responsible for five percent of the wetland loss (Dahl and Johnson 1991). The annual rate of wetland loss has decreased substantially since the 1970s (Dahl 2011, Lang et al. 2024), when wetland regulation became more prevalent (Brinson and Malvárez 2002). Eutrophication of coastal waters can cause losses of emergent estuarine wetlands, through changes in growth patterns of marsh plants and decreases in the stability of the wetland substrate, which changes those marshes to mud flats (Deegan et al. 2012).

The Federal Geographic Data Committee has established the Cowardin system developed by the U.S. Fish and Wildlife Service (USFWS) (Cowardin et al. 1979) as the national standard for wetland mapping, monitoring, and data reporting (Lang et al. 2024) (see Federal Geographic Data Committee 2013). The Cowardin system is a hierarchical system which describes various wetland and deepwater habitats, using structural characteristics such as vegetation, substrate, and water regime as defining characteristics. Wetlands are defined by plant communities, soils, or inundation or flooding frequency. Deepwater habitats are permanently flooded areas located below the wetland boundary. In rivers and lakes, deepwater habitats are usually more than two meters deep. The Cowardin et al. (1979) definition of “wetland” differs from the definition used by the Corps for the purposes of implementing section 404 of the Clean Water Act. The Corps’ regulations define “wetlands” as “those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.” [33 CFR 328.3(c)(1)] The Cowardin et al. (1979) requires only one of the three factors (i.e., wetland vegetation, soils, hydrology) to be present for an area to be a wetland, while the Corps’ wetland definition requires all three factors to be present under normal circumstances (Tiner 2017, Mitsch and Gosselink 2015). The NWI produced by applying the Cowardin et al. (1979) definition is the only national scale wetland inventory available. There is no national inventory of wetland acreage based on the Corps’ wetland definition at 33 CFR 328.3(c)(1).

There are five major systems in the Cowardin classification scheme: marine, estuarine, riverine, lacustrine, and palustrine (Cowardin et al. 1979). The marine system consists of open ocean on the continental shelf and its high energy coastlines. The estuarine system consists of tidal deepwater habitats and adjacent tidal wetlands that are usually partially enclosed by land, but may have open connections to open ocean waters. The riverine system generally consists of all wetland and deepwater habitats located within a river channel. The lacustrine system generally consists of wetland and deepwater habitats located within a topographic depression or dammed river channel, with a total area greater than 20 acres. The palustrine system generally includes all non-tidal wetlands and wetlands located in tidal areas with salinities less than 0.5 parts per thousand; it also includes ponds less than 20 acres in size. Approximately 95 percent of wetlands in the

conterminous United States are freshwater wetlands, and the remaining 5 percent are estuarine or marine wetlands (Lang et al. 2024).

The Emergency Wetlands Resources Act of 1986 (Public Law 99-645) requires the USFWS to submit wetland status and trends reports to Congress (Lang et al. 2024). The latest wetland status and trends report, which covers the period of 2009 to 2019, is summarized in Table A-3. The USFWS wetland status and trends report only provides information on acreage of the various aquatic habitat categories and does not assess the quality or condition of those aquatic habitats (Lang et al. 2024).

**Table A-3. Estimated aquatic resource acreages in the conterminous United States in 2019 (Lang et al. 2024).**

<b>Aquatic Habitat Category</b>	<b>Estimated Area in 2019 (acres)</b>
Marine intertidal	209,000
Estuarine intertidal unconsolidated shore	1,035,000
Estuarine intertidal vegetated	4,817,000
<b>All intertidal waters and wetlands</b>	<b>6,061,000</b>
Palustrine ponds	6,876,000
Palustrine farmed	1,973,000
Palustrine vegetated	101,527,000
• Palustrine emergent wetlands	30,008,000
• Palustrine shrub wetlands	19,091,000
• Palustrine forested wetlands	52,428,000
<b>All palustrine wetlands</b>	<b>110,376,000</b>
Lacustrine deepwater habitats	17,227,000
Riverine deepwater habitats	7,402,000
Estuarine subtidal habitats	20,043,000
<b>All deepwater habitats</b>	<b>44,672,000</b>
<b>All wetlands and deepwater habitats</b>	<b>161,109,000</b>

The acreage of lacustrine deepwater habitats does not include the open waters of Great Lakes (Lang et al. 2024). A study conducted by Hall et al. (1994), found that there are more than 204 million acres of wetlands and deepwater habitats in the State of Alaska, including approximately 174.7 million acres of wetlands. Wetlands and deepwater habitats comprise approximately 50.7 percent of the surface area in Alaska (Hall et al. 1994). The Alaska Department of Environmental Conservation’s Division of Water estimates that the total wetland acreage in Alaska is 130 million

acres.<sup>1</sup>

According to the U.S. Fish and Wildlife Service's most recent wetland status and trends report (Lang et al. 2024), during the period of 2009 to 2019 a net loss of 221,000 acres of wetlands occurred in the conterminous United States. During that time period, 194,000 acres of wetlands were converted to uplands, and 27,000 acres of wetlands changed to become deepwater habitats. The acreage of vegetated wetlands decreased while the acreage of non-vegetated wetlands increased. The largest driver of wetland losses during the time period evaluated by Lang et al. (2024) was the conversion of wetlands to upland forested plantations (a net loss of approximately 83,000 acres, or 26.9 percent of wetland losses in the conterminous United States). The second largest driver of wetland losses during 2009 to 2019 was the conversion to upland agriculture (a net loss of approximately 78,000 acres, or 25.3 percent of wetland losses). Conversions of wetlands to urban upland developments resulted in the net loss of approximately 50,000 acres of wetlands (16.2 percent), and conversions of wetlands to uplands for other purposes resulted in the net loss of approximately 43,000 acres of wetlands (14.0 percent) during the period of 2009 to 2019. Other drivers of wetland loss during 2009 to 2019 that were identified by Lang et al. (2024) were the conversions of wetlands to deepwater habitats and the construction of upland rural developments, both of which resulted in losses of approximately 27,000 acres, or 8.8 percent of the total wetland loss acreage.

Lang et al. (2024) also identified various drivers of wetland gains and losses in the United States. Those drivers include sea level rise; coastal storm impacts; changes in environmental conditions such as increased temperatures, increased evaporation, and altered precipitation patterns; development activities; agricultural activities; actions taken by federal, tribal, state, and local government entities; and conversions of wetlands to uplands for the purposes of development, agriculture, and other uses. Those drivers of wetland gains and losses interacted with each to produce greater losses (Lang et al. 2024). For freshwater wetlands, the primary drivers of loss were the construction of agricultural, urban, and industrial ponds, plus conversions of freshwater wetlands to agricultural uses, developments, and upland forest plantations (Lang et al. 2024). For saltwater (estuarine) wetlands, the changes from vegetated wetlands to unvegetated wetlands were driven mostly by estuarine emergent marshes changing to unvegetated wetlands or deepwater habitats because of sea level rise and coastal storms (Lang et al. 2024). Some of the wetland losses were the result of activities not regulated under the Clean Water Act, such as drainage activities that do not require DA authorization, exempt forestry activities, or water withdrawals. In addition, some of the lost wetland acreage consisted of wetlands that are not subject to federal jurisdiction under the Clean Water Act (Lang et al. 2024), such as wetlands that are not adjacent to

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<sup>1</sup> <https://dec.alaska.gov/water/wastewater/stormwater/permits-approvals/wetlands/ak-wetlands/#:~:text=Estimates%20place%20the%20total%20acreage,%2C%20streams%2C%20and%20underground%20aquifers>. (accessed July 19, 2024)

navigable waters of the United States.

The National Resources Inventory (NRI) is a statistical survey conducted by the Natural Resources Conservation Service (NRCS) (USDA 2020) of natural resources on non-federal land in the United States. The NRCS defines non-federal land as privately owned lands, tribal and trust lands, and lands under the control of local and state governments. Acreages of palustrine and estuarine wetlands and the land uses those wetlands are subjected to are summarized in Table A-4. The 2017 NRI estimates that there are 111,000,000 acres of palustrine and estuarine wetlands on non-federal land and water areas in the United States (USDA 2020). The 2017 NRI estimates that there are 52,038,000 acres of open waters on non-federal land in the United States, including lacustrine, riverine, and marine habitats, as well as estuarine deepwater habitats.

**Table A-4. The 2017 National Resources Inventory acreages for palustrine and estuarine wetlands on non-federal land, by land cover/use category (USDA 2020).**

National Resources Inventory Land Cover/Use Category	Area of Palustrine and Estuarine Wetlands (acres)
cropland, pastureland, and Conservation Reserve Program land	17,400,000
forest land	66,000,000
rangeland	7,900,000
other rural land	14,800,000
developed land	1,500,000
water areas	3,700,000
<b>Total</b>	<b>111,000,000</b>

The land cover/use categories used by the 2017 NRI are defined below (USDA 2020). Croplands are areas used to produce crops grown for harvest. Pastureland is land managed for livestock grazing, through the production of introduced forage plants. Conservation Reserve Program land is under a Conservation Reserve Program contract. Forest land is comprised of at least 10 percent single stem woody plant species that will be at least 13 feet tall at maturity. Rangeland is land on which plant cover consists mostly of native grasses, herbaceous plants, or shrubs suitable for grazing or browsing, and introduced forage plant species. Other rural land consists of farmsteads and other farm structures, field windbreaks, marshland, and barren land. Developed land is comprised of large urban and built-up areas (i.e., urban and built-up areas 10 acres or more in size), small built-up areas (i.e., developed lands 0.25 to 10 acres in size), and rural transportation land (e.g., roads, railroads, and associated rights-of-way outside urban and built-up

areas). Water areas are comprised of waterbodies and streams that are permanent open waters.

The wetlands data from the Fish and Wildlife Service's Status and Trends study and the Natural Resources Conservation Service's National Resources Inventory should not be compared, because they use different methods and analyses to produce their results (Dahl 2011).

Leopold, Wolman, and Miller (1964) estimated that there are approximately 3,250,000 miles of river and stream channels in the United States. This estimate is based on an analysis of 1:24,000 scale topographic maps. Their estimate does not include many small streams. Many small streams, especially headwater streams, are not mapped on 1:24,000 scale U.S. Geological Survey (USGS) topographic maps (Leopold 1994) or included in other inventories (Meyer and Wallace 2001), including the National Hydrography Dataset (Elmore et al. 2013). Many small streams and rivers are not identified through maps produced by aerial photography or satellite imagery because of inadequate image resolution or trees or other vegetation obscuring the visibility of those streams from above (Benstead and Leigh 2012). In a study of stream mapping in the southeastern United States, only 20 percent of the stream network was mapped on 1:24,000 scale topographic maps, and nearly none of the observed intermittent or ephemeral streams were indicated on those maps (Hansen 2001). Another study in Massachusetts showed that 1:25,000 metric scale topographic maps exclude over 27 percent of stream miles in a watershed (Brooks and Colburn 2011). For a 1:24,000 scale topographic map, the smallest tributary found by using 10-foot contour interval has a drainage area of 0.7 square mile and length of 1,500 feet, and smaller stream channels are common throughout the United States (Leopold 1994). Benstead and Leigh (2012) found that the density of stream channels (length of stream channels per unit area) identified by digital elevation models was three times greater than the drainage density calculated by using USGS maps. Elmore et al. (2013) made similar findings in watersheds in the mid-Atlantic, where they determined that the stream density was 2.5 times greater than the stream density calculated with the National Hydrography Dataset. Due to the difficulty in mapping small streams, there are no accurate estimates of the total number of river or stream miles in the conterminous United States that might be considered as "waters of the United States."

The quantity of the Nation's aquatic resources presented by studies that estimate the length or number of stream channels (see above) or the acreage of wetlands (e.g., USFWS status and trends studies, National Wetlands Inventory (NWI), and Natural Resources Inventory (NRI)) are underestimates, because those inventories do not include many small wetlands and streams. The USFWS status and trends studies do not include Alaska, Hawaii, or the territories. The underestimate of national wetland acreage by the USFWS status and trends studies and the NWI is primarily the result of the minimum size of wetlands detected through remote sensing techniques and the difficulty of identifying certain wetland types through

those remote sensing techniques. The remote sensing approaches used by the USFWS for its NWI maps and its status and trends reports result in errors of omission that exclude wetlands that are difficult to identify through photointerpretation (Tiner 2017). These errors of omission are due to wetland type and the size of target mapping units (Tiner 2017). Therefore, it is important to understand the limitations of the source data when quantitatively describing the environmental baseline for wetlands, streams, and other types of aquatic ecosystems using maps and studies produced by remote sensing.

Factors affecting the accuracy of wetland maps made by remote sensing include: the degree of ease or difficulty in identifying a particular wetland type, map scale, the quality and scale of the source information (e.g., aerial or satellite photos), the environmental conditions when the imagery was obtained, the time of year the imagery was obtained (e.g., leaf-off versus leaf on), the quality of the images, the minimum mapping unit (or target mapping unit), the mapping equipment, and the skills of the people drawing the maps (Tiner 2017). In general, wetland types that are difficult to identify through field investigations are likely to be underrepresented in maps made by remote sensing (Tiner 2017). Wetlands difficult to identify through remote sensing include evergreen forested wetlands, wetlands at the drier end of the wetland hydrology continuum, and significantly drained wetlands (Tiner 2017). Wetland types that are more readily identified and delineated through remote sensing techniques include ponds, marshes, bogs, and fens (Tiner 2017). In the 2011 wetland status and trends report published by the USFWS, the target minimum wetland mapping unit was 1 acre, although some easily identified wetlands as small as 1/10-acre were identified in that effort (Dahl 2011). The NWI identifies wetlands regardless of their jurisdictional status under the Clean Water Act (Tiner 2017).

Because not all wetlands are identified through the remote sensing techniques discussed above for the national-scale inventories used to describe the current environmental setting in this environmental assessment, activities authorized by NWP are likely to adversely affect a smaller proportion of the Nation's wetland base than indicated by the wetlands acreage estimates provided in the most recent status and trends report, or the NWI maps for a particular region.

Another important consideration in this description of the current environmental setting is that not all wetlands, streams, and other types of aquatic resources are subject to federal jurisdiction under the Clean Water Act (Mitsch and Gosselink 2015). Non-jurisdictional wetlands, streams, and other types of aquatic resources can be altered or lost because of activities that do not require Clean Water Act section 404 authorization, and such alterations and losses may reduce the types and degrees of aquatic ecosystem functions and services being performed across the country. They can exacerbate losses of aquatic ecosystem functions and services caused by activities that require DA authorization, including activities that may be authorized by this NWP while it is in effect.

Three U.S. Supreme Court decisions have identified geographic limits to Clean Water Act's jurisdiction over waters and wetlands. In 2001, the U.S. Supreme Court held in *Solid Waste Agency of Northern Cook County v. Army Corps of Engineers* (531 U.S. 159) (SWANCC) that the use of isolated, non-navigable, intrastate waters by migratory birds is not, by itself a sufficient basis for exercising federal regulatory authority under the Clean Water Act over those waters. In the U.S. Supreme Court's 2006 decision in *Rapanos v. United States*, (547 U.S. 715), one justice stated that waters and wetlands regulated under the Clean Water Act must have a "significant nexus" to downstream traditional navigable waters. Four justices (the plurality) concluded that Clean Water Act jurisdiction applies only to relatively permanent waters connected to traditional navigable waters and to wetlands that have a continuous surface connection to those relatively permanent waters. The remaining justices in *Rapanos* stated that Clean Water Act jurisdiction applies to waters and wetlands that meet either the significant nexus test or the Plurality's test. In 2023, the U.S. Supreme Court's decision in *Sackett et ux. v. Environmental Protection Agency et al.* (598 U.S. 651) (Sackett II) held that the use of the term "waters" under the Clean Water Act is limited to those geographic features that are described in ordinary language as 'streams, oceans, rivers, and lakes,' and to adjacent wetlands that are "indistinguishable" from those bodies of water due to a continuous surface connection.

In a study covering the conterminous United States that was published after the U.S. Supreme Court's Sackett II decision, Greenhill et al. (2024) estimated that 67% of the stream miles identified in the National Hydrography Dataset are regulated under the Clean Water Act under the 2006 Rapanos decision, and 52% of wetlands are subject to Clean Water Act jurisdiction under the 2006 Rapanos decision. Greenhill et al. (2024) did not have sufficient data at the time they conducted their study to estimate the amounts of streams and wetlands regulated under the Clean Water Act under the 2023 Sackett II decision. After the 2001 SWANCC decision, Tiner (2003) used digital geographic data to examine 72 study areas across the United States to estimate the amount of wetlands and number of wetlands that predicted to be "geographically isolated wetlands", which were defined as "wetlands with no apparent surface-water connection to perennial rivers and streams, estuaries, or the ocean," and surrounded by dry land. While the geographically isolated wetlands estimated by Tiner (2003) were based on a definition that bears some resemblance to the "continuous surface connection" used in Sackett II to identify adjacent wetlands for the purposes of the Clean Water Act, those estimates show considerable variation in the number and acreage of geographically isolated wetlands across the United States. So the impact of Sackett II on the status of wetland jurisdiction under the Clean Water Act is likely to vary substantially by geographic region.

There are 95,471 miles of shoreline in the United States (NOAA 2024<sup>2</sup>). This estimate includes the continental United States, and Alaska and Hawaii. In a different effort, Gittman et al. (2015) estimated that there are 99,524 miles of tidal shoreline in the conterminous United States.

## ***A.2 Quality of Aquatic Ecosystems in the United States***

There is a wide variety of factors that can affect the ability of rivers, streams, wetlands, lakes, estuarine waters, and marine waters to perform physical, chemical, and biological processes (i.e., functions) and provide services that can benefit human populations. The primary direct drivers of degradation and loss of waters and wetlands include infrastructure development, land conversion, water withdrawal, eutrophication and pollution, overharvesting and overexploitation, and the introduction of invasive alien species (MEA 2005a). For the purposes of this environmental assessment, “quality” refers to the ability of aquatic ecosystems to perform physical, chemical, and biological functions, and the ecosystem services (i.e., benefits to people) that may be produced by those functions. The Corps’ regulations define “functions” as “the physical, chemical, and biological processes that occur in ecosystems.” [33 CFR 332.2] “Quality” may also refer to the ecological condition of aquatic ecosystems. The Corps’ regulations define “condition” as “the relative ability of an aquatic resource to support and maintain a community of organisms having a species composition, diversity, and functional organization comparable to reference aquatic resources in the region.” [33 CFR 332.2] “Condition” is typically considered to be produced through the combined interactions of wetland structure and functions (Fennessy et al. 2007). Some assessments of aquatic ecosystems examine the specific physical chemical, and biological functions performed by waters and wetlands, while other assessments examine the condition of waters and wetlands, which can be considered an aggregation of the functions being performed by those wetlands and waters (Stein et al. 2010).

The quality of aquatic ecosystems is dependent on the degree to which those aquatic ecosystems are degraded or impaired. Degradation can be defined as the “incremental and progressive impairment of an ecosystem on account of continuing stress events or punctuated minor disturbances that occur with such frequency that natural recovery does not have time to occur” (Clewell and Aronson 2013). Gann et al. (2019) define the degradation of ecosystems as “a level of deleterious human impact to ecosystems that results in the loss of biodiversity and simplification or disruption in their composition, structure, and functioning, and generally leads to a reduction in the flow of ecosystem services.” Clewell and Aronson (2013) define “impairment” as the “state or condition of an ecosystem or landscape that has been damaged, degraded, or destroyed as a result of extraordinary impact or disturbance from which spontaneous recovery to its former state is unlikely, at least in the short

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<sup>2</sup> <https://oceanservice.noaa.gov/facts/shorelength.html#:~:text=As%20there%20is%20no%20reference,in%201930%2D1940%20and%201970>. (accessed August 9, 2024)

term.” Most, if not all, aquatic and terrestrial ecosystems in the United States are degraded or impaired to some degree (e.g., Ellis et al. 2021) because of the direct and indirect impacts of human activities and other drivers, including natural disturbances, that have occurred over long periods of time (thousands of years).

The primary indirect drivers of degradation and loss of waters and wetlands are population growth and increasing economic development (MEA 2005a). Many of those causes of impairment are point and non-point sources of pollutants that are not regulated under section 404 of the Clean Water Act or section 10 of the Rivers and Harbors Act of 1899. The regulation of discharges of point sources of pollution other than dredged or fill material may occur through section 402 of the Clean Water Act, which is administered by states with approved programs and by the U.S. Environmental Protection Agency (USEPA). Two common causes of impairment for rivers and streams, habitat alterations and flow alterations, may be due in part to activities regulated by the Corps under section 404 of the Clean Water Act and/or section 10 of the Rivers and Harbors Act of 1899. Habitat changes and flow alterations in rivers and streams may also be caused by activities that do not involve discharges of dredged or fill material or structures or work in navigable waters. For wetlands subject to Clean Water Act jurisdiction, impairment due to habitat alterations, flow alterations, and hydrology modifications may involve activities regulated by the Corps under section 404, but these causes of impairment may also be due to unregulated activities, such as changes in upland land use that affects the movement of water through a watershed or contributing drainage area or the removal of vegetation.

The inventories of aquatic ecosystems in the previous section, including the USFWS status and trends studies, do not assess the condition or quality of wetlands and deepwater habitats, including ocean waters, estuaries, rivers, streams, lakes and ponds. USEPA conducts national assessments on the condition of coastal waters, rivers and streams, lakes, and wetlands. Information on water quality in waters and wetlands, as well as the causes of water quality impairment, is collected by USEPA under sections 305(b) and 303(d) of the Clean Water Act. The following sections summarize information gathered by USEPA in its national-scale assessments of the ecological condition of coastal waters, rivers and streams, lakes, and wetlands.

### A.2.1 Rivers and Streams

USEPA’s National Rivers and Stream Assessment, Third Collaborative Survey,<sup>3</sup> examined the ecological condition of rivers and streams in the United States. The purpose of the National Rivers and Streams Assessment is to determine the percentage of rivers and streams that support healthy ecological communities and recreation, identify the most common problems for rivers and streams, determine whether the ecological condition of rivers and streams is getting better or worse,

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<sup>3</sup> <https://riverstreamassessment.epa.gov/webreport/> (accessed March 8, 2024)

and determine whether water quality investments are properly targeted. The Third Collaborative Survey presented the results of surveys conducted in 2018 and 2019 by USEPA and tribal and state partners. The survey focused on perennial rivers and streams in the conterminous United States. The survey sampled 1,851 sites, and used standardized sampling procedures to collect data on biological, chemical, physical, and human health indicators for those perennial rivers and streams.

The survey examined various biological, physical, chemical, and biological indicators of river and stream condition. Specific river and stream sites were evaluated to determine whether those sites were in “good,” “fair,” or “poor” condition by comparing those sites to fixed benchmarks or a set of river and stream reference sites. Some indicators (e.g., microcystins, cylindrospermospin, enterococci) were compared to fixed benchmarks that were developed nationally from values in peer reviewed scientific literature, values published by USEPA, or USEPA-derived screening levels.

Biological indicators used for USEPA’s 2018-2019 National Rivers and Streams Assessment included benthic macroinvertebrates and fish communities. Benthic macroinvertebrates include aquatic insect larvae and nymphs, small aquatic mollusks, crustaceans such as crayfish, aquatic worms, and leeches. Benthic macroinvertebrates and fish are used as biological indicators of river and stream health because of their sensitivity to human-caused disturbances and their sensitivity to a particular stressor may be different.

Chemical indicators used for the 2018-2019 National Rivers and Streams Assessment included nutrients (i.e., total phosphorus and total nitrogen), salinity, and acidification. These four indicators were used by USEPA and their partners because of national or regional interest in these chemical components, and their potential influence on the biological communities present in rivers and streams.

Physical indicators used for the 2018-2019 National Rivers and Streams Assessment included in-stream fish habitat, riparian disturbance, riparian vegetation cover, and streambed sediments. In-stream habitat indicators examined habitat complexity provided by features such as rocks and boulders, undercut banks, overhanging vegetation, and large wood. Riparian disturbance indicated the extent and intensity of human activities that directly affected vegetated riparian areas along rivers and streams. Riparian vegetation cover examined the structure of riparian plant communities next to rivers and streams. Streambed sediments characterized the various sizes of particles on river and stream beds that contribute to habitat and other river and stream attributes.

Table A-5 presents the summary results for the biological, chemical, and physical indicators examined in USEPA’s 2018-2019 National Rivers and Streams Assessment.

**Table A-5. Summary Results for USEPA’s 2018-2019 National Rivers and Streams Assessment for Biological, Chemical, and Physical Indicators**

Indicator	% good miles	% fair miles	% poor miles	% not assessed
Biological indicators				
• Benthic macroinvertebrate community	28	25	47	<1
• Fish community	35	19	29	16
Chemical indicators				
• Nutrients (total nitrogen)	32	24	44	<1
• Nutrients (total phosphorous)	36	23	42	0
• Acidification	99	<1	1	1
• Salinity	85	11	4	<1
Physical indicators				
• In-stream fish habitat	68	22	10	<1
• Riparian disturbance	36	42	22	<1
• Riparian vegetation cover	56	17	27	<1
• Streambed sediments	57	23	20	<1

Human health indicators for rivers and streams that were evaluated for USEPA’s 2018-2019 National Rivers and Streams Assessment included microcystins and cylindrospermopsin (two algal toxins), enterococci, and three types of chemical contaminants that can occur in fish tissue: mercury, polychlorinated biphenyls, and polyfluoroalkyl substances (PFAS). Microcystins and cylindrospermopsin are toxins that may be released by blue-green algae, and they can have adverse effects on human health, such as skin rashes, respiratory symptoms, and potentially death. Enterococci can be used to indicate fecal contamination in rivers and streams. Mercury, polychlorinated biphenyls, and PFAS are used as indicators of the accumulation of contaminants in fish tissue, and whether fish harvested from rivers and streams are safe for human consumption. The survey results for human health indicators are provided in Table A-6 below.

**Table A-6. Summary Results for USEPA’s 2018-2019 National Rivers and Streams Assessment for Human Health Indicators**

Human health indicator	% at or below criterion	% above criterion	% not assessed
Algal toxins			
• Microcystins risk condition	100	0	0
• Cylindrospermopsin risk condition	100	0	0
Enterococci bacteria	78	20	2
Mercury in fish tissue plugs	21	5	74

USEPA also assessed fish contamination in rivers, because contaminants in fish tissue present a human health threat. In the 2018-2019 National Rivers and Streams Assessment, USEPA found that 26% of the sampled population (41,099 river miles) were inhabited by fish with mercury concentrations of greater than 300 parts per billion. Mercury exposure in humans can cause impaired neurological development, cardiovascular disease, loss of coordination, muscle weakness, and impaired speech and hearing. For polychlorinated biphenyls (PCBs), which can cause cancer in animals, USEPA found that 45% of the 41,099 sampled river miles had fish with total PCB concentrations greater than 12 parts per billion. In its 2018-2019 assessment, USEPA also evaluated concentrations of per- and poly-fluoroalkyl substances (PFAS) in fish tissues. PFAS are toxic to humans, they persist in the environment, and they can adversely affect immune systems, cardiovascular systems, and the liver. They have also been linked to decreased fertility or low birth weights, and increased risks of certain cancers. One type of PFAS, perfluorooctanoic substances (PFOS), is the most frequently detected PFAS in freshwater fish tissue. USEPA's 2018-2019 National Rivers and Streams Assessment found that 92% of the 41,099 sampled river miles were inhabited by fish with PFOS concentrations that exceeded the 0.25 parts per billion non-cancer screening level for fish consumption of less than 8 ounces per week.

Most of the indicators used by USEPA's 2018-2019 National Rivers and Streams Assessment to evaluate the ecological condition of these waters are primarily influenced by human activities other than the activities authorized by the NWRPs (i.e., discharges of dredged or fill material into waters of the United States and structures or work into navigable waters of the United States). Changes to in-stream habitat and sediments in river and stream bed may be caused by NWRP activities in some circumstances (e.g., discharging fill material to construct a road crossing or to stabilize stream banks), but in other cases those alterations may occur as a result of activities the Corps does not have the authority to regulate, the construction of impervious surfaces in uplands that alter watershed hydrology and river and stream hydrodynamics and cause subsequent changes in river and stream channel morphology through increased channel erosion during and shortly after storm events. In-stream habitat quality may also be adversely affected by runoff that carries sediments (e.g., silt and clay particles) from uplands to river or stream channels and increase embeddedness, which typically decreases the habitat quality of the river or stream bed. Inputs of pollutants to rivers and streams via point sources and non-point sources may also alter in-stream habitat quality. In wetland riparian areas, the removal or alteration of riparian vegetation can occur without any associated discharges of dredged or fill material (e.g., cutting down vegetation while leaving the roots and soil undisturbed). Removal and other alterations of riparian vegetation in upland riparian areas do not typically involve activities the Corps has the authority to regulate.

Increased inputs of nutrients such as nitrogen and phosphorous are often caused

by non-point source pollution, and may also be caused by point source discharges regulated under Clean Water Act section 402. Acidification of river and stream waters may be caused by water picking up acidic compounds from the soil and rocks as it moves through the watershed. Acid mine drainage may be another contributor to river and stream acidification that the Corps does not have the authority to regulate. Higher salinity levels in rivers and streams may be caused by substances used to de-ice roads, mining and oil drilling activities, and discharges of industrial wastewater. Biological indicators such as macroinvertebrate communities and fish communities are often adversely affected by non-point sources of pollution (e.g., fertilizers washed away from lawns and agricultural fields) and discharges of pollutants regulated under section 402 of the Clean Water Act (e.g., sewage plant discharges). The production of algal toxins is often due to eutrophication of river and stream waters. Increases in chemical contaminants such as mercury in rivers and streams are typically caused by air deposition from coal combustion and waste incineration. Polychlorinated biphenyls (PCBs) and per- and polyfluoroalkyl substances (PFAS) are categories of pollutants the Corps does not have the authority to regulate under its permitting authorities.

### A.2.2 Coastal Waters

In 2015, USEPA and its collaborators conducted the National Coastal Condition Assessment for estuaries in the conterminous United States, as well as the Great Lakes. Their results were published in 2021. For the National Coastal Condition Assessment, USEPA and its collaborators sampled 1,060 randomly selected sites in 28 coastal states. Estuarine waters in Alaska and Hawaii were excluded. Of the randomly selected sites, 699 were in estuaries and 361 were in the Great Lakes, representing about 27,479 square miles in estuaries and 7,118 square miles in the Great Lakes. Survey field crews collected samples to characterize four ecological and three human health indicators to assess the ecological condition of estuaries and nearshore Great Lakes waters (USEPA 2021).

The ecological indicators consisted of biological condition, eutrophication, sediment quality, and the ecological effects of fish tissue contamination. Assessing biological condition involved examining the invertebrates (e.g., molluscs, worms, crustaceans) inhabiting the sediments of estuaries and the Great Lakes, including their abundance, pollution sensitivity, and biodiversity. The eutrophication indicator considers the levels of nutrients, dissolved oxygen, chlorophyll *a*, and water clarity in estuaries and the Great Lakes. The sediment quality indicator examined contaminant levels in waterbody bottom sediments, as well as the toxicity of the sediments. The “ecological effects fish tissue contamination” indicator was used to determine whether contamination in fish might lead to lethal or nonlethal effects in predators such as mammals, birds, and other fish.

For estuaries, USEPA’s results for the biological condition, eutrophication, sediment quality, and the “ecological effects of fish tissue contamination” indicators are

summarized in Table A-7.

**Table A-7. Summary of the 2015 National Results for Biological, Chemical, and Physical Indicators for Estuarine Coastal Waters (USEPA 2021).**

Indicator	% good	% fair	% poor	% not assessed
Biological condition – benthic macroinvertebrates index	71	15	7	7
Eutrophication	33	51	15	<1
Sediment quality	76	19	3	3
Ecological effects of contaminated fish	15	20	55	10

For the biological condition indicator, USEPA examined benthic macroinvertebrates found that 71% of the estuarine area sampled was in “good” ecological condition, and 15% of the sampled areas were in “fair” condition; 7% of sampled areas were determined to be in “poor” ecological condition. Under the eutrophication index indicator, USEPA found that 33% of the sampled estuarine areas were in “good” condition, 51% were in “fair” condition, and 15% of the sampled areas were in “poor” condition. Regarding sediment quality, 76% of the sampled areas within estuarine waters was found to be in “good” condition, 19% of the sampled areas were determined to be in “fair” condition, and 3% of the sampled estuarine areas were in “poor” condition. For the “ecological effects of contaminated fish” indicator, USEPA found that 15% of sampled estuarine water areas were in “good” condition, 20% were in “fair” condition, 55% were in “poor” condition, and 10% of sampled estuarine waters area was not assessed for this indicator.

For human health indicators, USEPA’s 2015 National Coastal Condition Assessment examined enterococci contamination, microcystins, and mercury in fish plugs. Enterococci are a type of bacteria that live in the intestines of humans and mammals that indicate whether there is water contamination from the release of human and animal waste into estuarine waters. USEPA established a benchmark for enterococci levels in estuarine waters, and in the 2015 assessment they found that nearly 99% of estuarine waters sampled were below that benchmark, which indicated safe levels for people who might swim in those waters. Microcystins can be released from cyanobacteria during algal blooms that may occur under eutrophic conditions. Exposure to microcystins can adversely affect human health by causing skin rashes, eye irritation, respiratory symptoms, gastroenteritis, and potentially liver or kidney failure and death. In the estuaries surveyed by USEPA in 2015, they found that 100% of all estuaries sampled were at or below the benchmark they established for microcystins. Mercury is a toxic metal that can accumulate in fish tissue and, if that fish is consumed by humans, it may contribute to problems in vision, hearing, the nervous system, and psychological and cognitive impairments. In their 2015 survey, USEPA found that 55% of the samples of fish plugs from

surveyed waters had mercury levels in fish fillet plugs that were below the established benchmark (300 parts per billion). Fish fillet plug samples determined to be above the established benchmark occurred in 2% of samples, and 43% of samples were not assessed for mercury in fish fillet plugs.

Table A-8 summarizes the results of USEPA’s 2015 National Coastal Condition Assessment for the Great Lakes, specifically the four indicators discussed above: biological condition, eutrophication, sediment quality, and the ecological effects of fish tissue contamination.

**Table A-8. Summary of the 2015 National Results for Biological, Chemical, and Physical Indicators for Great Lakes Coastal Waters (USEPA 2021).**

Indicator	% good	% fair	% poor	% not assessed
Biological condition – benthic macroinvertebrates index	31	15	21	37
Eutrophication	54	22	24	<1
Sediment quality	62	15	2	21
Ecological effects of contaminated fish	17	19	47	17

For the biological condition indicator, USEPA found that 31% of the Great Lakes area sampled was in “good” ecological condition with respect to benthic macroinvertebrates, 15% of the sampled areas were in “fair” condition, and 21% of sampled areas were determined to be in “poor” ecological condition. Under the eutrophication index indicator, USEPA found that 54% of the sampled Great Lakes areas were in “good” condition, 22% were in “fair” condition, and 15% of the sampled areas were in “poor” condition. Regarding sediment quality, 62% of the sampled areas within Great Lakes waters were found to be in “good” condition, 15% of the sampled areas were determined to be in “fair” condition, and 2% of the sampled Great Lakes areas were in “poor” condition; 21% of the sampled Great Lakes areas were not assessed for the eutrophication index indicator. For the “ecological effects of contaminated fish” indicator, USEPA found that 17% of sampled Great Lakes water areas were in “good” condition, 19% were in “fair” condition, 47% were in “poor” condition, and 17% of sampled Great Lakes waters area was not assessed for this indicator.

For the Great Lakes, USEPA also established a benchmark for enterococci levels in those waters, and in their 2015 assessment they found that nearly 99% of Great Lakes waters sampled were below that benchmark, less than 1% were above the benchmark, and 1% were not assessed. In the Great Lakes waters surveyed by USEPA, they found that 99% of all estuaries sampled were at or below the benchmark they established for microcystins, and less than 1% were found to be

above USEPA's benchmark. Regarding mercury in fish fillet plugs, in their 2015 assessment USEPA found that 65% of the samples of fish plugs from surveyed waters in the Great Lakes had mercury levels in fish fillet plugs that were below the established benchmark (300 parts per billion). Fish fillet plug samples determined to be above the established benchmark occurred in 6% of samples, and 29% of samples were not assessed for mercury in fish fillet plugs.

As a result of their 2015 National Coastal Condition Assessment, USEPA (2021) concluded that eutrophication is the most significant problem in coastal waters, and much of the nutrients that contribute to eutrophication in coastal waters comes from rivers that transport those nutrients from inland areas to estuaries and the Great Lakes. Eutrophication can result in algal blooms that can be harmful to aquatic organisms. They recognized the importance of efforts by federal agencies, tribes, and states to reduce nutrient pollution and other forms of pollution to coastal waters.

Benthic macroinvertebrates in estuarine and Great Lakes waters may be directly or indirectly affected by discharges of dredged or fill material into those waters that may be authorized by NWP. Benthic macroinvertebrates may also be directly or indirectly affected by structures and work in navigable waters of the United States authorized under section 10 of the Rivers and Harbors Act of 1899 that may be authorized by some NWPs. However, benthic macroinvertebrates may also be affected by activities in or near estuaries or the Great Lakes by activities that are not regulated under the Corps' permitting authorities or authorized by the NWPs. Examples of such activities may include point source discharges of pollutants into those waters authorized by the USEPA or states with approved programs under section 402 of the Clean Water Act, where those pollutants can change the species composition of benthic macroinvertebrate communities. Benthic macroinvertebrate communities may also change in response to non-point sources of pollution into those waters. For example, point source discharges of pollutants regulated under section 402 of the Clean Water Act and non-point sources of pollution may change benthic macroinvertebrate communities from being comprised of pollution intolerant species to being comprised of pollution tolerant species.

Eutrophication may be caused by inputs of higher levels of nutrients into estuarine waters and the Great Lakes from sources such as urban and agricultural runoff and discharges of treated wastewater. Excessive levels of these nutrients can cause estuarine and Great Lakes waters to produce harmful algal blooms, which can increase the abundance of phytoplankton, such as microscopic algae and cyanobacteria. Those organisms may produce harmful algal blooms that can reduce dissolved oxygen levels and release toxins to these waters. The activities authorized by the NWPs are not a direct source of increased nutrient loads that could cause eutrophication of estuarine and Great Lakes waters.

Sediment quality is an indicator of the absence or presence of persistent contaminants in estuarine waters and the Great Lakes. The contaminants may be

metals and/or organic compounds. The presence of metals and organic compounds in bottom sediments of these waterbodies may have adverse effects on benthic communities and become concentrated in the food webs in estuarine waters and the Great Lakes, where they could cause harm to people that eat shellfish and fish from these waters. These contaminants are unlikely to be introduced into estuarine waters and the Great Lakes by discharges of dredged or fill material or structures and work authorized by the NWP. They are more likely to be introduced into these waters via point source discharges regulated under section 402 of the Clean Water Act or unregulated or unintentional inputs by human activities.

The “ecological effects of fish contamination” indicator examines the degree to which fish absorb chemical contaminants from these waters. Those contaminants may come from a variety of sources, such as the water column, sediments, or by consuming other contaminated organisms. Sufficiently high levels of contaminants can cause lethal or non-lethal effects on birds, mammals, and other fish. Activities authorized by the NWP are unlikely to be sources of the contaminants assessed for fish. Other indicators examined by the USEPA, specifically enterococci contamination, microcystins, and “mercury in fish fillet plugs” are also not likely to be influenced by discharges of dredged or fill material into waters of the United States or structures and work in navigable waters of the United States that may be authorized by the NWP, because they are primarily influenced by sources of pollution that are outside of the Corps’ authority to regulate under section 404 of the Clean Water Act and section 10 of the Rivers and Harbors Act of 1899.

### A.2.3 Lakes

USEPA issued their report titled: “National Lakes Assessment: The Fourth Collaborative Survey of Lakes in the United States,” which presents the results of their 2022 survey of lake condition in the conterminous United States.<sup>4</sup> The National Lakes Assessment examined the percentage of lake waters that support healthy ecosystems and recreation, the most common water quality problems in lakes, and whether lake water quality is improving or getting worse. The National Lakes Assessment categorizes lake condition as “good,” “fair,” or “poor.” The National Lakes Assessment did not include the Great Lakes and the Great Salt Lake. It assessed ponds, natural lakes, and reservoirs that were at least 2.47 acres in area, with a water depth of at least 3.3 feet, and with at least 0.25 acre of open water. In their assessment, USEPA sampled 981 lakes out of a population size of 268,020 lakes. In the lake population, 31% of lakes were natural lakes and 69% of lakes were reservoirs.

The trophic state indicator evaluates the biological productivity of lakes. It relates to the total amount of algae in lakes, which includes algae, cyanobacteria, and other photosynthetic microorganisms. USEPA’s 2022 National Lake Assessment found that 7% of surveyed lakes were oligotrophic, 19% were mesotrophic, 43% were

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<sup>4</sup> <https://nationallakesassessment.epa.gov/webreport/> (accessed February 4, 2025)

eutrophic, and 30% were hypereutrophic; 1% of assessed lakes were not evaluated for the trophic state indicator. Eutrophic lakes have high nutrient levels and high biological productivity. Oligotrophic lakes have low concentrations of nutrients and low rates of productivity. Mesotrophic lakes fall between eutrophic and oligotrophic lakes, and hypereutrophic lakes have extremely high levels of algae, plants, and cyanobacteria that typically cause reduced biological diversity and reduced lake metabolism.

Table A-9 provides a summary table of the biological, chemical, and physical indicators that were examined in the 2022 National Lake Assessment, and whether those indicators were found to be “good,” “fair,” or “poor.” The biological indicators examined by USEPA include chlorophyll *a*, benthic macroinvertebrates, and zooplankton. The chlorophyll *a* biological indicator shows the quantity of algae and cyanobacteria in a lake, which are naturally found in lakes. Benthic macroinvertebrates include organisms such as crayfish, small molluscs, and the larvae and nymphs of aquatic insects, and they provide information on the biological quality of lake shoreline habitats. Zooplankton are small animals that live in the water columns of lakes, are important components of lake food webs, and are sensitive to changes in lake ecosystems.

The chemical indicators examined by USEPA in their 2022 National Lake Assessment include acidification, dissolved oxygen, and nutrients, specifically total nitrogen and total phosphorous. Acidification relates to the addition of acidifying compounds to lake water, such from acid rain and acid mine drainage, which can change the acidity or alkalinity (i.e., pH) of that water and affect fish and other aquatic life in those waterbodies. USEPA also examined the presence or absence of atrazine (an agricultural herbicide) in lake water, and they found that atrazine was not detected in 58% of assessed lakes, but it was detected in 41% of assessed lakes. However, it was not assessed in 2% of surveyed lakes. Dissolved oxygen is an indicator of water quality because it is necessary to support aquatic communities, especially animals. Nutrients (i.e., total phosphorus and total nitrogen) are an important indicator because they represent nutrients that are needed for all aquatic life, including primary production that helps support lake food webs. High inputs of nutrients can cause eutrophication in lakes.

Physical indicators that were included in USEPA’s 2022 National Lake Assessment are lake drawdown exposure, lakeshore disturbance, riparian vegetation cover, shallow water habitat, and lake habitat complexity. Lake drawdown exposure refers to the fluctuation or lowering of lake water levels, which can affect conditions for littoral and riparian habitats, as well as biological communities. The lakeshore disturbance indicator relates to the extent and intensity of direct human alteration of lake shorelines, which can affect lake quality through excess sedimentation, loss of native plants, changes to vegetation structure and habitat complexity, changes to lake bottom materials, and effects on fish, wildlife and other aquatic communities. Riparian vegetation cover is comprised of the herbaceous, shrubs, and trees next to

lakes, which can slow runoff, remove nutrients and sediments, reduce erosion along lake shorelines, shade water, and act as a source of leaf litter and woody debris that can act as food and habitat in lake ecosystems. The lake shallow water habitat indicator looks at the quality of the shallow habitats along the edge of lakes, such as the presence or absence of vegetation overhanging the water, aquatic plants, large wood, boulders and rock ledges. The habitat complexity indicator brings together the riparian vegetation cover and shallow water habitat indicators to assess the quantity and diversity of all cover types within land and water at the lake’s edge, as habitat for macroinvertebrates and fish.

**Table A-9. Summary of National Results for Biological, Chemical, and Physical Indicators for USEPA’s 2022 National Lake Assessment.**

Indicator	% good	% fair	% poor	% not assessed
Biological				
• Chlorophyll <i>a</i>	31	20	49	1
• Benthic macroinvertebrates	42	26	29	3
• Zooplankton	48	25	25	2
Chemical				
• Acidification	98	2	<1	<1
• Dissolved oxygen	72	20	7	<1
• Nutrients (total nitrogen)	34	19	47	<1
• Nutrients (total phosphorous)	37	13	50	<1
Physical				
• Lake drawdown exposure*	79	15	5	<1
• Lakeshore disturbance	16	50	34	<1
• Riparian vegetation cover	52	21	27	<1
• Shallow water habitat	55	26	19	<1
• Lake habitat complexity	51	19	30	<1

\* For “lake drawdown exposure,” “good” represents a small exposure condition, “fair” represents a medium exposure condition, and “poor” represents a large drawdown exposure condition.

USEPA’s 2022 National Lake Assessment also examines human health indicators in lakes. These human health indicators include:

- Cyanotoxins, which are unicellular photosynthetic organisms (cyanobacteria). Some cyanobacteria can release toxins such as microcystins and cylindrospermopsin that can cause skin rashes, eye irritation, respiratory symptoms, and other adverse human health consequences.
- Enterococci, which are bacteria that live in the intestinal tracts of warm-blooded animals, including humans. Enterococci are used as indicators of possible fecal contamination from various sources such as wastewater treatment plant discharges, leaking septic systems, and storm water runoff containing pet and livestock waste.
- Fish tissue contamination via substances such as mercury, polychlorinated

biphenyls, per- and polyfluoroalkyl substances, which can make fish unsafe for people to eat and may help cause cancer and perhaps developmental, neurological or other health impacts.

Table A-10 summarizes the USEPA’s 2022 results for its National Lakes Assessment for human health indicators.

**Table A-10. Summary Results for USEPA’s 2022 National Lakes Assessment for Human Health Indicators**

Human health indicator	% at or below criterion	% above criterion	% not assessed
Cyanotoxins			
• Microcystins risk condition	98	2	0
• Cylindrospermopsin risk condition	100	0	0
Enterococci bacteria	92	7	1
Fish tissue contamination			
• Mercury	49	51	0
• Polychlorinated Biphenyls (PCBs)	94	6	0

Except for mercury contamination in fish tissues, high percentages of surveyed lakes were found to be at or below USEPA’s benchmark criteria for cyanotoxins, enterococci bacteria, and PCB contamination. More than half of the sample fish tissues found mercury contamination concentrations above USEPA’s benchmark for that indicator.

Discharges of dredged or fill material into waters of the United States and structures and work in navigable waters of the United States that may be authorized by the NWP may affect the following indicators examined by the USEPA in their 2022 National Lakes Assessment: benthic macroinvertebrates, lakeshore disturbance, riparian vegetation cover, shallow water habitat, lake habitat complexity. These indicators may also be affected by activities that the Corps does not have the authority to regulate under section 404 of the Clean Water Act and section 10 of the Rivers and Harbors Act of 1899.

The remaining indicators used by USEPA to assess the condition of lakes are unlikely to be affected by activities authorized by the NWP because they are influenced by releases of pollutants and other factors that the Corps does not have the authority to regulate under the two permitting authorities under which the NWP are issued. Those indicators are: chlorophyll *a*, zooplankton, acidification, atrazine, dissolved oxygen, nutrients, lake drawdown exposure, cyanotoxins (including microcystins and cylindrospermopsin), enterococci bacteria, and fish tissue contamination via mercury, polychlorinated biphenyls (PCBs), and per- and polyfluoroalkyl substances (PFAS).

## A.2.4 Wetlands

USEPA’s 2021 National Wetland Condition Assessment<sup>5</sup> examined the ecological condition of wetlands across the conterminous United States, and ranked their condition as good, fair, or poor as a result of applying various biological, physical, chemical, and human health indicators. The findings of that survey are summarized in Table A-11.

**Table A-11. Results from USEPA’s National Wetland Condition Assessment (2021)**

Indicator	% good	% fair	% poor	% very poor	% not assessed
Biological indicators					
• Vegetation	45	20	34		<1
• Nonnative plants	48	27	13	11	<1
Physical indicators					
• Vegetation removal	42	31	26		2
• Vegetation replacement	42	23	33		2
• Flow obstruction	74	17	7		2
• Water addition or subtraction	79	15	4		2
• Soil hardening	49	38	12		2
• Surface modification	74	18	6		2
• Physical alterations (sum)	17	40	42		2
Chemical indicators					
• Soil heavy metals*					
• Water chemistry (phosphorous)	29	7	24		40
• Water chemistry (nitrogen)	29	14	17		40

\* Results not available according to webpage viewed on February 4, 2025 (<https://wetlandassessment.epa.gov/webreport/> )

Biological indicators include vegetation (i.e., the composition of the plant community inhabiting the surveyed wetlands) and the presence of non-native plants. The plant species at a wetland site reflect environmental conditions such as hydrology, soil properties and water chemistry, and may be changed by anthropogenic disturbances. Those disturbances may degrade wetland condition, and cause changes in the composition of plant species within a wetland. The presence of non-native plants can have direct and indirect effects on the wetland plant community and wetland function, including the species of insects, amphibians, reptiles, birds,

<sup>5</sup> <https://wetlandassessment.epa.gov/webreport/> (accessed January 31, 2025).

and mammals that might utilize the wetland for various stages of their life cycles. Less than half of the surveyed wetlands scored as “good” for the vegetation and non-native plants biological indicators.

Physical indicators of wetland condition used for USEPA’s 2021 National Wetland Condition Assessment included vegetation removal (i.e., loss, removal or damage of vegetation due to human activity), vegetation replacement (i.e., the conversion of natural vegetation structure and composition due to human activity), flow obstruction (i.e., human activities that can impound water or impede its flow into, out of, or within wetlands, such as the construction of dams, dikes, berms, or railroad beds), water addition or subtraction (i.e., modifications that drain or add water to the site), soil hardening (i.e., soil compaction and the creation of impervious surfaces such as parking lots, roads, and buildings), surface modification (i.e., soil erosion or deposition), and the sum of physical alterations (i.e., considering combinations of multiple physical alterations). For the vegetation removal and vegetation replacement physical indicators, less than half of the surveyed wetlands were determined to be in “good” condition. Approximately three-quarters of the surveyed wetland were found to be in “good” condition for the flow obstruction, water addition or subtraction, and surface modification indicators.

Chemical stressors that can affect wetland condition include excess nutrients, metals, organic toxins and other chemicals. These chemical stressors can disrupt nutrient cycles, affect the growth of plants and animals, and have adverse consequences on human health. In their 2021 National Wetland Condition Assessment, USEPA examined soil heavy metals and water chemistry, in particular phosphorous and nitrogen. Regarding soil heavy metals, USEPA evaluated concentrations of EPA assessed concentrations the following heavy metals, which are closely associated with human activities: antimony, cadmium, chromium, cobalt, copper, lead, nickel, silver, tin, tungsten, vanadium and zinc. USEPA stated that the soil heavy metal results are not yet available from the laboratory, and that the webpage would be updated when that information becomes available. USEPA also evaluated levels of phosphorous and nitrogen, which can come from various sources such as urban stormwater runoff, agricultural runoff, atmospheric deposition, and septic systems. USEPA found that less than 30 percent of surveyed wetlands scored as “good” for the “water chemistry (phosphorous)” and “water chemistry (nitrogen)” indicators. Wetland condition with respect to the soil heavy metals indicator was not reported in USEPA’s 2021 National Wetland Condition Assessment report when it was viewed for the preparation of this section of the environmental assessment.

The composition of wetland plant communities and the presence of non-native plants in wetlands may be influenced to some degree by activities authorized by the NWP. For example, activities authorized by NWP may disturb plant communities by removing or harming individual plants, and when plants grow back in areas disturbed by NWP activities, the plant community species composition may change.

Changes to plant community composition may also be caused by activities that disturb plant communities that do not involve activities regulated under the Corps' permitting authorities. For example, in wetlands plants may be disturbed by hand clearing or mowing or by inputs of nutrients and sediments from point and non-point sources. Invasive species may also become more prevalent in wetlands subject to inputs of debris, sediments, water, and nutrients that increase the potential for the replacement of native wetland plants by invasive plant species (Zedler and Kercher 2004).

For the physical indicators used in USEPA's National Wetland Condition Assessment, vegetation removal, vegetation replacement, flow obstruction, water addition and subtraction, soil hardening and surface modifications may be caused by discharges of dredged or fill material into waters of the United States authorized by the NWP, but they may also be caused by activities the Corps does not have the authority to regulate. For example, land use changes in uplands can alter watershed hydrology, including the movement of water through wetland catchments, to alter wetland hydrology and wetland hydroperiods (Wright et al. 2006). Some water flow obstructions may be authorized by NWPs, but other flow obstructions could be constructed without Department of the Army authorization (e.g., flow obstructions in upland swales that drain to wetlands). Water addition and subtraction may or may not involve activities authorized by NWPs. The construction or modification of features that increase or decrease water drainage and affect wetland hydrology could be authorized by NWPs, but they could also occur as a result of activities that do not require Corps authorization, such as the construction of drainage ditches in jurisdictional wetlands that do not involve a discharge of dredged material into those wetlands (see 33 CFR 323.2(d)) that the Corps can regulate under Clean Water Act section 404. Soil hardening may be caused by activities authorized by NWP, such as the construction of a road crossing through wetlands. Soil hardening may also be caused by activities that the Corps does not have the authority to regulate, such as driving heavy equipment through wetlands that causes wetland soils to become compacted.

The chemical stressors that can affect wetland condition (e.g., excess nutrients, metals, organic toxins and other chemicals) are typically not subject to regulation by the Corps under its permitting authorities that apply to the NWP Program (i.e., section 404 of the Clean Water Act and section 10 of the Rivers and Harbors Act of 1899). Inputs of these pollutants to wetlands may be regulated under different authorities (e.g., section 402 of the Clean Water Act, which is administered by USEPA and states) or they might not be regulated at all. These chemical stressors may reach wetlands through the movement of through watersheds and wetland catchments (e.g., non-point sources), or they may accumulate in wetlands through inadvertent releases or intentional releases.

### **A.3 Human Activities Affecting the Quantity and Quality of Aquatic Ecosystems in the United States**

The Corps Regulatory Program issues the NWP's under two of its four permitting authorities: section 404 of the Clean Water Act and section 10 of the Rivers and Harbors Act of 1899. Under section 404 of the Clean Water Act, the Corps has the authority to regulate discharges of dredged or fill material into waters of the United States. The Corps' two permitting authorities that are not used for the issuance of NWP's are section 9 of the Rivers and Harbors Act and section 103 of the Marine Research, Protection, and Sanctuaries Act of 1972, as amended. Section 9 of the Rivers and Harbors Act of 1899 prohibits the construction of any dam or dike across any navigable water of the United States in the absence of Congressional consent and approval of the plans by the Chief of Engineers and the Secretary of the Army. Under section 103 of the Marine Research, Protection, and Sanctuaries Act of 1972, the Corps has the authority to issue permits, after notice and opportunity for public hearing, for the transportation of dredged material for the purpose of disposal in the ocean. The activities authorized by DA permits, including the NWP's, under these four permitting authorities comprise a small subset of the human activities that can directly and indirectly affect the structure and functions of aquatic ecosystems, including waters and wetlands regulated by the Corps under its permitting authorities. Examples of other human activities that can directly and indirectly affect the structure and functions of aquatic ecosystems are listed in Table A-12.

**Table A-12. Human activities that directly and indirectly affect the structure and functions of aquatic ecosystems**

<b>Aquatic ecosystem category</b>	<b>Human activities that directly and indirectly affect aquatic ecosystem structure and function</b>	<b>Reference(s)</b>
wetlands and waters (generally)	<ul style="list-style-type: none"> <li>• land use/land cover changes</li> <li>• alien species introductions</li> <li>• species overexploitation</li> <li>• pollution</li> <li>• eutrophication</li> <li>• resource extraction (e.g., water withdrawals)</li> </ul>	MEA (2005a)

<b>Aquatic ecosystem category</b>	<b>Human activities that directly and indirectly affect aquatic ecosystem structure and function</b>	<b>Reference(s)</b>
rivers and streams	<ul style="list-style-type: none"> <li>• agriculture</li> <li>• urban development</li> <li>• industrial development</li> <li>• deforestation</li> <li>• mining</li> <li>• water removal</li> <li>• flow alteration</li> <li>• invasive species</li> <li>• point source and non-point source pollution</li> <li>• dams (hydroelectric, water supply) and navigational aids such as locks</li> <li>• dredging</li> <li>• erosion</li> <li>• filling</li> <li>• overfishing</li> <li>• road construction</li> <li>• drainage and channelization</li> <li>• sediment deposition</li> <li>• boating</li> </ul>	Palmer et al. (2010) Carpenter et al. (2011) Allan (2004) NRC (1992)
river-floodplain systems	<ul style="list-style-type: none"> <li>• dam construction</li> <li>• levee construction</li> <li>• floodplain drainage</li> <li>• river regulation</li> <li>• reservoir operations</li> <li>• urbanization</li> <li>• agriculture</li> <li>• biological invasions</li> <li>• navigation improvements</li> <li>• recreational activities</li> <li>• channelization</li> <li>• beaver removal</li> <li>• logging</li> <li>• removal of logjams</li> <li>• mining activities</li> <li>• stabilizing single-thread channels</li> </ul>	Petsch et al. (2023) Wohl et al. (2021)
lakes	<ul style="list-style-type: none"> <li>• point and non-point sources of pollutants, including nutrients and contaminants</li> <li>• invasive species</li> <li>• land use and land cover changes in catchments</li> <li>• overharvesting</li> <li>• modifications of hydrologic regime</li> <li>• sediment loading</li> <li>• eutrophication</li> <li>• water level regulation</li> </ul>	Schalleberg et al. (2013)

<b>Aquatic ecosystem category</b>	<b>Human activities that directly and indirectly affect aquatic ecosystem structure and function</b>	<b>Reference(s)</b>
wetlands	<ul style="list-style-type: none"> <li>• wetland conversion through drainage, dredging, and filling</li> <li>• hydrologic modifications that change wetland hydrology and hydrodynamics</li> <li>• pollutants (point source and non-point source), including nutrients and contaminants</li> <li>• waterfowl and wildlife management activities</li> <li>• agriculture and aquaculture activities</li> <li>• flood control and stormwater protection (e.g., severing hydrologic connections between rivers and floodplain wetlands)</li> <li>• silvicultural activities</li> <li>• agricultural activities</li> <li>• urban development</li> <li>• mining activities</li> <li>• water withdrawals, aquifer depletion</li> <li>• river management (e.g., channelization, navigation improvements, dams, locks, weirs)</li> <li>• altered sediment transport</li> <li>• introductions of non-native species</li> <li>• activities that cause land subsidence, erosion</li> </ul>	<p>Mitsch and Gosselink (2015)  Mitsch and Hernandez (2013)  Wright et al. (2006)  Zedler and Kercher (2005)  Brinson and Malvárez (2002)</p>
seagrass beds	<ul style="list-style-type: none"> <li>• dredging</li> <li>• coastal development activities</li> <li>• degradation of water quality</li> <li>• sediment and nutrient runoff from adjacent lands</li> <li>• physical disturbances</li> <li>• natural processes, such as herbivore grazing, physical disturbances caused by waves and tidal currents</li> <li>• invasive species</li> <li>• diseases</li> <li>• commercial fishing activities</li> <li>• aquaculture</li> <li>• algal blooms</li> <li>• reduced light availability</li> <li>• nutrient limitations</li> </ul>	<p>Borum et al. (2013)  Waycott et al. (2009)  Orth et al. (2006)</p>

<b>Aquatic ecosystem category</b>	<b>Human activities that directly and indirectly affect aquatic ecosystem structure and function</b>	<b>Reference(s)</b>
coral reefs	<ul style="list-style-type: none"> <li>• overexploitation/overfishing</li> <li>• dredging</li> <li>• destructive fishing practices (e.g., blast or cyanide fishing)</li> <li>• nutrients, sediments, pesticides, and other pollutants (point source and non-point source)</li> <li>• ocean acidification</li> <li>• coastal land uses, including development and agriculture</li> <li>• coral mining</li> <li>• introduction of invasive or non-native species</li> <li>• diseases</li> </ul>	<p>Sheppard (2014)          MEA (2005a)          Barbier et al. (2011)</p>
coastal areas	<ul style="list-style-type: none"> <li>• development activities, including the construction of residences, commercial buildings, industrial facilities, resorts, and port developments</li> <li>• agricultural and forestry activities</li> <li>• point source and non-point source pollution (nutrients, organic matter, other pollutants)</li> <li>• aquaculture</li> <li>• fishing activities</li> <li>• overharvesting of species</li> <li>• intentional and unintentional introductions of non-native species</li> <li>• dredging</li> <li>• reclamation</li> <li>• shore protection and other structures</li> <li>• habitat modifications</li> <li>• structures that change hydrology and hydrodynamics</li> <li>• shoreline erosion</li> <li>• pathogens and toxins</li> <li>• debris and litter</li> </ul>	<p>Korpinen and Andersen (2016)          Robb (2014)          Day et al. (2013)          Lotze et al. (2006)          MEA (2005b)          NRC (1994)</p>

<b>Aquatic ecosystem category</b>	<b>Human activities that directly and indirectly affect aquatic ecosystem structure and function</b>	<b>Reference(s)</b>
oceans	<ul style="list-style-type: none"> <li>• pollution (point and non-point source)</li> <li>• fishing activities</li> <li>• aquaculture/mariculture</li> <li>• ultraviolet light</li> <li>• species invasions</li> <li>• commercial activities, including industrial activities</li> <li>• tourism</li> <li>• marine transportation</li> <li>• land-based activities, including urban and suburban development, agriculture, forestry, power generation, and mining</li> <li>• ports/marinas</li> <li>• benthic structures</li> <li>• offshore energy infrastructure and power generation (e.g., wind farms, pipelines)</li> </ul>	Korpinen and Andersen (2016) Halpern et al. (2015) Clarke Murray et al. (2014) Halpern et al. (2008)

Human activities such as urbanization, agriculture, and forestry alter ecosystem structure and function by changing their interactions with other ecosystems, their biogeochemical cycles, and their species composition (Vitousek et al. 1997). Changes in land use reduce the ability of ecosystems to produce ecosystem services, such as food production, reducing infectious diseases, and regulating environmental conditions, including air quality (Foley et al. 2005). Despite the prevalence of human activities altering landscapes and seascapes and the ecosystems within those landscapes and seascapes over long periods of time, many of those ecosystems continue to provide ecological functions and services to varying degrees (Clewell and Aronson 2013).

Human activities and other disturbances to ecosystems, landscapes, and seascapes may result in those systems recovering to their original state through biotic and abiotic characteristics and processes that provide resilience, or those systems may be transformed to a different ecological state (i.e., an alternative stable state) (van Andel and Aronson 2012). Resilience is defined by Folke et al. (2010) as the capacity of a social-ecological system to withstand disturbance and undergo changes, while retaining its ability to exhibit similar structure, functions, and interactions. If the ecosystem, landscape, or seascape changes to an alternative stable state, the alternative stable state may be considered an improvement or degradation, depending on the perspective of the person evaluating the change (Backstrom et al. 2018, van Andel and Aronson 2012).

Wetlands, streams, and other aquatic ecosystems and the functions and services they provide are directly and indirectly affected by changes in land use and land cover, alien species introductions, overexploitation of species, pollution, eutrophication due to excess nutrients, resource extraction including water

withdrawals, changing environmental conditions, and various types of natural disturbances (MEA 2005a). Freshwater ecosystems such as lakes, rivers, and streams are altered by changes to water flow, changes in environmental conditions, land use changes, additions of chemicals, resource extraction, and aquatic invasive species (Carpenter et al. 2011).

Most of the human activities that affect the structure and function of aquatic ecosystems do not involve activities regulated by the Corps under section 404 of the Clean Water Act or section 10 of the Rivers and Harbors Act of 1899. For example, changes in upland land use, such as the construction and expansion of upland developments, the conversion of upland forests to agricultural land, and mining activities in uplands, none of which the Corps Regulatory Program has the authority to regulate, can have substantial adverse effects on the ability of aquatic ecosystems to perform hydrologic, biogeochemical, and habitat functions because those upland activities alter watershed-scale processes that influence those functions. Those watershed-scale processes include water movement and storage, erosion and sediment transport, and the transport of nutrients and other pollutants. Inputs of sediments into aquatic ecosystems can result from erosion occurring within a watershed (Beechie et al. 2013, Gosselink and Lee 1989). As water moves through a watershed it carries sediments and pollutants to streams (e.g., Allan 2004, Dudgeon et al. 2005, Paul and Meyer 2001) and wetlands (e.g., Zedler and Kercher 2005, Wright et al. 2006). Non-point sources of pollution (i.e., pollutants carried in surface runoff from farms, roads, and urban areas) are largely uncontrolled (Brown and Froemke 2012) because the Clean Water Act only requires permits for point source discharges of pollutants (i.e., discharges of dredged or fill material regulated under section 404 and point source discharges of other pollutants regulated under section 402). Habitat alterations as a cause or source of impairment may be the result of activities regulated under section 404 and section 10 because they involve discharges of dredged or fill material or structures or work in navigable waters that can change the structure and functions of aquatic ecosystems. But habitat alterations may also occur as a result of activities not regulated under those two statutes, such as the removal of vegetation from upland riparian areas and the removal of ecosystem engineers such as beavers and some tree species. Activities that may cause hydrologic modifications may or may not be regulated under section 404 or section 10.

Stream and river functions are affected by activities occurring in their watersheds, including the indirect effects of land uses changes (Beechie et al. 2013, Allan 2004, Paul and Meyer 2001). Booth et al. (2004) found riparian land use in residential areas also strongly affects stream condition because many landowners clear vegetation up to the edge of the stream bank. The removal of vegetation from upland riparian areas and other activities in those non-jurisdictional areas do not require DA authorization.

Wetland functions are also indirectly affected by activities in lands that drain to the

wetlands (Zedler and Kercher 2005, Wright et al. 2006). Human activities within a watershed or catchment that have direct or indirect adverse effects on rivers, streams, wetlands, and other aquatic ecosystems are not limited to discharges of dredged or fill material into waters of the United States or structures or work in a navigable waters. Human activities in uplands may have substantial indirect effects on the structure and functions of aquatic ecosystems, including streams and wetlands, and their ability to sustain species populations. It is extremely difficult to distinguish between degradation of water quality caused by upland activities and degradation of water quality caused by the filling or alteration of wetlands (Gosselink and Lee 1989) because of the interactions among watershed components.

In addition to the disturbances caused by human activities that can alter ecosystem structure and functions, ecosystem structure and functions can also be affected by disturbances caused by natural events or processes. Examples of those natural events or processes include storms, floods, wildfires, earthquakes, tsunamis, changing environmental conditions, and changes in precipitation patterns.

It is also important to consider that many disturbances are crucial and necessary for ecosystems to maintain their structure and functions and ensure their long-term sustainability (Clewell and Aronson 2013). The “services to ecosystems” concept articulated by (Comberti et al. 2015) captures the reciprocal relationship between people and ecosystems through management strategies implemented by people, including indigenous and rural societies, to sustain cultural ecosystems and contribute to the production of ecosystem services. Comberti and others (2015) define “services to ecosystems” as “actions humans have taken in the past and currently that modify ecosystems to enhance the quality or quantity of the services they provide, whilst maintaining the general health of the cognized ecosystem over time.” It is likely that all ecosystems are maintained to some degree by disturbances (Clewell and Aronson 2013), which may be caused by humans or natural events, or both.

#### ***A.4 Ecological Functions and Services Performed by Aquatic Ecosystems***

Ecosystems perform a variety of physical, chemical, and biological functions. Functions are the physical, chemical, and biological processes that occur in ecosystems (33 CFR 332.2). Wetland functions occur through interactions of their physical, chemical, and biological features (Smith et al. 1995). Stream functions occur through physical, chemical, and biological processes that interact in complex and dynamic ways within watersheds to form and maintain streams and riparian areas (Fischenich 2006).

Ecosystem services are the benefits that human populations receive from ecosystem functions (33 CFR 332.2). People can readily be aware of some

ecosystem services, but they are unaware of other ecosystem services, especially those services that are generally available to the public at large (Costanza 2008). Ecosystem disservices are the negative effects of ecosystem functions on human well-being (Blanco et al. 2019). Examples of ecosystem disservices are the provisioning of habitat for insects and other organisms that can infect people with diseases, such as malaria, and water storage that can increase the risk of flooding nearby lands.

Ecosystems are not necessarily fragile because they have the ability to persist or change in response to disturbances, but the ecosystem services they provide to people may be considered fragile because those services may change or be lost when ecosystem structure and functions change (Levin 1999) in response to one or more disturbances or other drivers of change. Identifying and classifying the various ecosystem services performed by different ecosystems need to consider the complexity and dynamics of ecosystems, and the fact that ecosystems and the functions and services they provide cannot be neatly put into discrete categories (Costanza 2008). Ecosystem services can be classified in a number of ways, and multiple classification systems are needed to fulfill different purposes for considering ecosystem services (Costanza 2008).

As they are most commonly considered, ecosystem services focus on a unidirectional flow (i.e., from ecosystems to people), so this dominant perception of ecosystem services often fails to recognize the important role that people, including people from indigenous and traditional societies, have in maintaining and improving ecosystems (Comberti et al. 2015). In response to that common view, Comberti and others (2015) developed the concept of “services to ecosystems,” which they define as actions humans have taken in the past, and currently undertake, that modify ecosystems to enhance the quality or quantity of the services they provide, while maintaining the general health of those ecosystems over time. “Ecosystem health” relates to the ability of ecosystems to provide a range of ecosystem services in a sustainable manner over time (Costanza 2012), which should be a desired endpoint to ecosystem management. Taking actions to help sustain ecosystem services can provide an effective means of promoting conservation and helping to improve the living conditions of people (Kareiva and Marvier 2017).

The amounts of specific ecosystem services provided by a particular site is not necessarily proportional to the size of the ecosystem at that site (de Groot et al. 2012). Below a threshold size, smaller sites might not provide some ecosystem services (de Groot et al. 2012). In addition, management of ecosystems, such as estuaries, can result in trade-offs among various ecosystem services as management actions such as flood protection, habitat restoration and protection, and construction and maintenance of transport facilities (e.g., navigation channels, ports), are implemented (Boerema and Meire 2017).

The Millennium Ecosystem Assessment (MEA) (2005a) describes four categories of

ecosystem services for wetlands and waters: provisioning services, regulating services, cultural services, and supporting services. Those categories are summarized in Table A-13. Provisioning services include the production of food (e.g., fish, fruits, game), fresh water storage, food and fiber production, production of chemicals that can be used for medicine and other purposes, and supporting genetic diversity for resistance to disease. Regulating services relating to open waters and wetlands consist of regulation of environmental conditions; control of hydrologic flows; water quality through the removal, retention, and recovery of nutrients and pollutants; erosion control; mitigating natural hazards such as floods; and providing habitat for pollinators. Cultural services that come from wetlands and open waters include spiritual and religious values, recreational opportunities, aesthetics, and education. Wetlands and open waters contribute supporting services such as soil formation, sediment retention, and nutrient cycling.

**Table A-13. General categories of ecosystem services for wetlands and waters (MEA 2005a).**

Category	Services	Examples
<b>Provisioning</b>	Food	Fish, wild game, fruits, grains
	Fresh water	Store and retain water for domestic, industrial, and agricultural use
	Fiber and fuel	Produce logs, firewood, fodder
	Biogeochemical	Medicines and other material from organisms
	Genetic materials	Genes for resistance to diseases
<b>Regulating</b>	Regulation of environmental conditions	Sources and sinks for greenhouse gases; influence local precipitation, temperatures
	Water regulation (hydrologic flows)	Groundwater recharge/discharge
	Water purification and waste treatment	Retention, recovery, and removal of nutrients and pollutants
	Erosion regulation	Retention of soils and sediments
	Natural hazard regulation	Flood control, storm protection
	Pollination	Habitat for pollinators
<b>Cultural</b>	Spiritual and inspirational	Spiritual and religious values of wetlands and waters
	Recreational	Opportunities for recreational activities
	Aesthetic	People finding beauty or aesthetic value
	Educational	Opportunities for formal and informal education
<b>Supporting</b>	Soil formation	Sediment retention and accumulation of organic matter
	Nutrient cycling	Storage, recycling, processing, and acquisition of nutrients

There is little national-level information on the current ecological state of the Nation's wetlands, streams, and other aquatic ecosystems, or the general degree to

which they perform various ecological functions and services. Reviews have acknowledged that most aquatic ecosystems are degraded to some degree (e.g., Holl 2020, Evans and Davis 2018, Zedler and Kercher 2005, Allan 2004) because of various human activities, natural disturbances, and other drivers of change. Therefore, the analysis in this environmental assessment is a qualitative analysis.

#### A.4.1 Ecosystem Functions and Services of Estuaries and Oceans

Marine and coastal waters can be influenced by environments (e.g., coastal zones) and activities that extend up to 60 miles inland (Barbier 2017). Estuarine and coastal ecosystems are located where coastal waters, coastal lands, and watersheds meet and interact with each other, which results in their production of more substantial and matchless ecological benefits compared any single ecosystem (Barbier et al. 2011). The functions and services provided by estuaries are the product of their hydrology, morphology, habitats, and water and sediment quality (Boerema and Meire 2017). They are also influenced by energy flows, biogeochemical processes, biological processes and functions (Barbier et al. 2011). Table A-14 lists examples of ecosystem services provided by estuaries.

**Table A-14. Ecosystem services provided by estuaries. (Boerema and Meire 2017, Barbier et al. 2011)**

Service category	Ecosystem services
Provisioning	<ul style="list-style-type: none"> <li>• Production of animals and plants</li> <li>• Maintenance of fisheries</li> <li>• Water</li> <li>• Production of raw materials</li> <li>• Transportation</li> </ul>
Regulating	<ul style="list-style-type: none"> <li>• Nutrient cycling</li> <li>• Regulation of environmental conditions</li> <li>• Erosion and sedimentation regulation</li> <li>• Flood protection</li> <li>• Storm protection</li> <li>• Coastal protection</li> <li>• Water current reduction</li> <li>• Wave reduction</li> <li>• Water quality regulation</li> </ul>
Cultural	<ul style="list-style-type: none"> <li>• Aesthetics</li> <li>• Cultural heritage</li> <li>• Recreation</li> <li>• Tourism</li> <li>• Education</li> <li>• Research</li> </ul>

Anthropogenic and natural disturbances affect the functions and services performed by estuarine habitats. Management activities also affect the ecosystem functions

and services provided by estuaries (Boerema and Meire 2017). The principal drivers of direct change to estuarine and marine wetlands include the conversion of saltwater marshes, mangroves, seagrass meadows, and coral reefs to other land uses, diversions of freshwater flows, increased inputs of nitrogen, overharvesting various species, water temperature changes, and species introductions (MEA 2005a). These changes are indirectly driven by increases in human populations in coastal areas (MEA 2005a). Robb (2014) identified a number of threats to estuaries and estuarine habitats, such as the construction and operation of port facilities, dredging, pollution, aquaculture activities, resource extraction activities, species introductions, recreational activities, shoreline development and stabilization, waterway impairments, inputs of debris and litter, freshwater diversions, and land-based activities in surrounding watersheds (e.g., development activities, agricultural activities, forestry activities). Changing environmental conditions such as sea level rise, changing water temperatures, ocean acidification, and changing precipitation patterns also affect the functions and services performed by estuaries (Robb 2014).

Marine ecosystems interact with coastal lands within a seascape, where there is connectivity among various habitats in marine waters and estuarine waters (e.g., coral reefs, seagrasses, salt marshes, mangroves) and coastal lands (Barbier 2017). How those habitats interact with each other helps determine what ecosystem functions and services they will provide. Table A-15 lists examples of ecosystem services provided by oceans and marine waters.

**Table A-15. Marine ecosystem services provided by oceans. (Barbier 2017).**

Service category	Ecosystem services
Provisioning	<ul style="list-style-type: none"> <li>• Food production</li> <li>• Fish harvests</li> <li>• Wild plant and animal resources</li> <li>• Water</li> <li>• Production of raw materials</li> <li>• Genetic materials</li> <li>• Transportation</li> <li>• Breeding and nursery habitats, including for economically important fish species</li> </ul>
Regulating	<ul style="list-style-type: none"> <li>• Nutrient cycling (e.g., nitrogen, carbon)</li> <li>• Erosion and sedimentation regulation</li> <li>• Flood control</li> <li>• Storm protection</li> <li>• Pollution control</li> <li>• Shoreline stabilization and erosion control</li> </ul>
Cultural	<ul style="list-style-type: none"> <li>• Aesthetics</li> <li>• Religious significance</li> <li>• Cultural heritage</li> <li>• Recreation</li> <li>• Tourism</li> </ul>

	<ul style="list-style-type: none"> <li>• Education</li> <li>• Scientific research</li> </ul>
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Coastal ecosystems exhibit substantial natural variations in space and time, which affects the functions and services they provide (Barbier et al. 2011). Marine and estuarine waters are also affected by human activities in ocean waters, coastal areas, and watersheds that drain to those marine and coastal waters (Korpinen and Andersen 2016). In marine and coastal environments, human activities and other disturbances that affect natural resources in those waters can come from a variety of sources, including water-based activities (e.g., transportation, fishing, mariculture, power generation, and tourism) and land-based activities (e.g., urban and suburban development, agriculture, non-point source pollution, forestry activities, power generation, and mining activities) (Clark Murray et al. 2014).

#### A.4.2 Ecosystem Functions and Services of Riverine Systems

Riverine systems, including rivers, streams, and their riparian area and floodplains provide various physical, chemical, and biological functions. Rivers, streams, and their riparian areas store water, which can reduce downstream flooding and subsequent flood damage (NRC 2002, MEA 2005a). These ecosystems also maintain populations of economically important fish, wildlife, and plant species, including valuable fisheries (MEA 2005a, NRC 2002). The nutrient cycling and pollutant removal functions they perform help maintain or improve water quality for surface waters (NRC 2002, MEA 2005a). Streams and riparian areas also provide important recreational opportunities. Rivers and streams also provide water for agricultural, industrial, and residential use (MEA 2005a).

The basic functions that riverine systems perform were placed in five categories by Fischenich (2006), and those five categories are: (1) system dynamics, (2) hydrologic balance, (3) sediment processes and character, (4) biological support, and chemical processes and landscape pathways. Those categories and their functions, components and processes are summarized in Table A-16.

**Table A-16. River and stream corridor functions (Fischenich 2006).**

<b>System dynamics</b>	<b>Hydrologic balance</b>	<b>Sediment processes and character</b>	<b>Biological support</b>	<b>Chemical processes and pathways</b>
Stream evolution processes	Surface water storage processes	Sediment continuity	Biological communities and processes	Water and soil quality
Energy management	Surface / subsurface water exchange	Substrate and structural processes	Necessary habitats for life cycles	Chemical processes and nutrient cycles

Riparian succession	Hydrodynamic character	Quality and quality of sediments	Trophic structures and processes	Landscape pathways
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Petsch and others (2023) and Hornung and others (2019) identified 23 ecosystem services performed by rivers and their floodplains. Those ecosystem services are listed in Table A-17.

**Table A-17. Ecosystem functions services provided by river-floodplain corridors (Petsch et al. 2023, Hornung et al. 2019).**

Service category	Ecosystem services
Provisioning	<ul style="list-style-type: none"> <li>• Food production</li> <li>• Water supply</li> <li>• Genetic resources</li> <li>• Hydropower generation</li> <li>• Production of wild animals and fish</li> <li>• Fibers and other plant materials</li> <li>• Plant production</li> <li>• Agricultural production</li> </ul>
Regulating	<ul style="list-style-type: none"> <li>• Nutrient cycling (e.g., nitrogen, phosphorous, carbon)</li> <li>• Water regulation</li> <li>• Erosion control</li> <li>• Water purification and waste treatment</li> <li>• Disease regulation</li> <li>• Regulation of environmental conditions</li> <li>• Sediment</li> <li>• Flood risks</li> <li>• Drought risks</li> <li>• Temperature regulation</li> <li>• Habitat maintenance</li> </ul>
Supporting	<ul style="list-style-type: none"> <li>• Primary production</li> <li>• Soil formation</li> <li>• Habitat provisioning</li> </ul>
Cultural	<ul style="list-style-type: none"> <li>• Aesthetics</li> <li>• Spiritual and religious significance</li> <li>• Cultural heritage</li> <li>• Recreation</li> <li>• Tourism</li> <li>• Education</li> <li>• Scientific research</li> </ul>

Most ecosystem services performed by, or provided by, river-floodplain ecosystems are primarily controlled by flood pulses that maintain spatial and temporal habitat variability, biotic and abiotic interactions, and high biodiversity (Petsch et al. 2023). Management measures such as constructing or upgrading wastewater treatment

plants, reducing water withdrawals, restoring natural flow regimes, restoring floodplains, restoring longitudinal connectivity, controlling adverse impacts of recreational activities, removing or relocating levees, and constructing flood retention areas can influence the ecosystem services performed by rivers and their floodplains (Hornung et al. 2019).

The benefits that river-floodplain systems provide to people depend on whether there are people living near that river and its floodplain and are able to receive those benefits (Petsch et al. 2023). River-floodplain functions also have the potential to adversely affect people or communities (e.g., by providing habitat that supports populations of disease carrying organisms), and those adverse effects would be considered disservices rather than services. Rivers and streams that do not have floodplains (e.g., because of channel downcutting or incision) are likely to lose the ability to perform functions and services that are dependent on periodic flood events (Petsch et al. 2023). Activities that affect river-floodplain ecosystems often result in losses of ecosystem services, and the most common impacts are those that change flood pulses and connectivity within those systems, which can affect biological productivity, water regulation, nutrient retention, and flood control (Petsch et al. 2023).

River-wetland corridors (e.g., anastomosing river channels interspersed with wetlands and floodplains) in the United States have been substantially degraded or lost because of channel instability and changes in planform (e.g., from multiple thread channels to single thread channels) because of a variety of anthropogenic causes such as stream channelization, dam construction, erosion control activities, floodplain drainage, urbanization, and removing beavers, as well as land use changes in watersheds such as forest clearing and agricultural activities that may have caused large amounts of sediment to accumulate and bury these river-wetland corridors (Wohl et al. 2021). The loss or alteration of river-wetland corridors, such as their transitioning from anastomosing stream channels to single-thread stream channels because of deforestation, conversion of lands to agricultural use, and other factors, has reduced the amounts and types of ecosystem services performed by these ecosystems (Cluer and Thorne 2013).

#### A.4.3 Ecosystem Functions and Services of Lakes

Lakes provide various ecological functions and services. Many of those ecological functions related to the assimilation and sequestration of nutrients and contaminants, which can help enhance water quality and various habitats, but invasive species and large inputs of nutrients can cause declines in lake ecosystem services (Schallenberg et al. 2013). Table A-18 summarizes the lake ecosystem services identified by Schallenberg and others (2013).

**Table A-18. Ecosystem services provided by lakes (Schallenberg**

et al. 2013).

Service category	Ecosystem services
Provisioning	<ul style="list-style-type: none"> <li>• Drinking water</li> <li>• Food production</li> <li>• Commercial and recreational fisheries</li> <li>• Waterfowl production</li> <li>• Hydroelectricity generation</li> <li>• Transportation</li> </ul>
Regulating	<ul style="list-style-type: none"> <li>• Nutrient cycling (e.g., nitrogen, phosphorous, carbon)</li> <li>• Sediment processing</li> <li>• Sequestration of nitrogen, phosphorous, sediments, and contaminants</li> <li>• Water storage</li> <li>• Hydrologic buffering</li> </ul>
Cultural	<ul style="list-style-type: none"> <li>• Scenic</li> <li>• Spiritual and religious significance</li> <li>• Historical</li> <li>• Recreation</li> <li>• Tourism</li> </ul>

The types and degrees of ecosystems performed by lakes are influenced by lake morphology, land uses within the lake’s catchment, and the environmental conditions in which the lake is located (Schallenberg et al. 2013). Human activities that affect the ability of lakes to provide ecosystem functions and services include hydrologic modifications, eutrophication, inputs of contaminants, increased sediment loads, invasive species, cyanobacteria, land use intensification, and overharvesting fish and other species (Schallenberg et al. 2013).

#### A.4.4 Ecosystem Functions and Services of Wetlands

Wetland functions depend on a number of factors, such as the movement of water through the wetland, landscape position, surrounding land uses, vegetation density within the wetland, geology, soils, water source, and wetland size (NRC 1995). In its evaluation of wetland compensatory mitigation in the Clean Water Act section 404 permit program, the National Research Council (2001) recognized five general categories of wetland functions:

- Hydrologic functions
- Water quality improvement
- Vegetation support
- Habitat support for animals
- Soil functions

Table A-19 lists general categories of functions performed by wetlands. Hydrologic functions include short- and long-term water storage and the maintenance of wetland hydrology (NRC 1995). Water quality improvement functions encompass

the transformation or cycling of nutrients, the retention, transformation, or removal of pollutants, and the retention of sediments (NRC 1995). Vegetation support functions include the maintenance of plant communities, which support various species of animals as well as economically important plants. Wetland soils support diverse communities of bacteria and fungi which are critical for biogeochemical processes, including nutrient cycling and pollutant removal and transformation (NRC 2001). Wetland soils also provide rooting media for plants, as well as nutrients and water for those plants. These various functions generally interact with each other, to influence overall wetland functioning, or ecological integrity (Smith et al. 1995; Fennessy et al. 2007). In addition, the Corps regulations at 33 CFR 320.4(b) list wetland functions that are important for the public interest review during evaluations of applications for DA permits, and for the issuance of general permits.

**Table A-19. Wetland functions.** General categories of wetland functions and their general effects (NRC 1995).

<b>Function category</b>	<b>Function</b>	<b>Effects</b>
Hydrologic	short-term water storage	reduce downstream peak flows
	long-term water storage	maintain base flows, seasonal flow distribution
	maintain high water table	maintain wetland plant community
Biogeochemical cycling	transformation, cycling of elements	maintain nutrient stocks
	retention, removal of dissolved substances	reduce downstream transport of nutrients
	accumulation of peat	retention of nutrients, metals, etc.
	accumulation of inorganic sediments	retention of sediments, nutrients
Habitat and food web support	maintenance of characteristic plant community	food, nesting cover for animals
	maintenance of characteristic energy flow	support for vertebrate populations

Not all wetlands perform the same functions, nor do they provide functions to the same degree (Smith et al. 1995). Therefore, it is necessary to account for individual and regional variation when evaluating wetlands and the functions and services they provide. The types and levels of functions performed by a wetland are dependent on its hydrologic regime, the plant species inhabiting the wetland, soil

type, and the surrounding landscape, including the degree of human disturbance of the landscape (Smith et al. 1995).

Examples of services provided by wetland functions include flood damage reduction, maintenance of populations of economically important fish and wildlife species, maintenance of water quality (NRC 1995, MEA 2005a) and the production of populations of wetland plant species that are economically important commodities, such as timber, fiber, and fuel (MEA 2005a). Wetlands can also provide important services regarding the regulation of environmental conditions and storm protection services (MEA 2005a).

Activities that may affect wetland quantity and quality, as well as the functions and services they provide, include: land use changes that alter local hydrology (including water withdrawal), clearing and draining wetlands, constructing levees that sever hydrologic connections between rivers and floodplain wetlands, constructing other obstructions to water flow (e.g., dams, locks), constructing water diversions, inputs of nutrients and contaminants, and fire suppression (Brinson and Malvárez 2002). Wetland loss and degradation is caused by hydrologic modifications of watersheds, drainage activities, logging, agricultural runoff, urban development, conversion to agriculture, aquifer depletion, river management activities (e.g., channelization, navigation improvements, dams, weirs), oil and gas development activities, levee construction, peat mining, and wetland management activities (Mitsch and Hernandez 2013). Upland development activities may adversely affect wetlands and reduce wetland functions because those activities can: (1) change surface water flows and alter wetland hydrology, (2) contribute stormwater and associated sediments, nutrients, and pollutants, (3) cause increases in invasive plant species abundance, and (4) decrease the diversity of native plants and animals (Wright et al. 2006). Many of the remaining wetlands in the United States are degraded (Zedler and Kercher 2005). Wetland degradation and losses are caused by changes in water movement and volume within a watershed or contributing drainage area, altered sediment transport, drainage, inputs of nutrients from non-point sources, water diversions, fill activities, excavation activities, invasion by non-native species, land subsidence, and inputs of pollutants (Zedler and Kercher 2005). As discussed in Mitsch and Gosselink (2015), categories of activities that alter wetlands include: wetland conversion through drainage, dredging, and filling; hydrologic modifications that change wetland hydrology and hydrodynamics; highway construction and its effects on wetland hydrology; peat mining; waterfowl and wildlife management; agriculture and aquaculture activities; water quality enhancement activities; and flood control and stormwater protection.

## Appendix B – Public Interest Review

### ***B.1 Public Interest Review Factors (33 CFR 320.4(a)(1))***

For each of the 20 public interest review factors, the extent of the Corps consideration of expected impacts resulting from the use of this NWP is discussed, as well as the reasonably foreseeable cumulative adverse effects that are expected to occur. The Corps decision-making process involves consideration of the benefits and detriments that may result from the activities authorized by this NWP.

(a) Conservation: The activities authorized by this NWP may modify the natural resource characteristics of the project area. Living shorelines will enhance some natural resource characteristics through the establishment or enhancement of fringe wetlands or reef structures, even though structures and fills associated with those living shorelines will alter some nearshore habitats. The construction of living shorelines often involves fills in shallow estuarine waters that provide a substantial amount of primary and secondary production, as well as other ecosystem functions (Bilkovic and Mitchell 2013). Compensatory mitigation, if required for activities authorized by this NWP, will result in the restoration, enhancement, establishment, or preservation of aquatic habitats that will offset losses of conservation values. The adverse effects of activities authorized by this NWP on conservation will be minor. Living shorelines can provide some ecological functions and services in urbanizing areas where maintaining a natural shoreline is not possible (Smith et al. 2020), while fulfilling social and economic needs of protecting infrastructure and other components of the human environment.

(b) Economics: The construction and maintenance of living shorelines will have positive impacts on the local economy. During construction, these activities will generate jobs and revenue for local contractors as well as revenue to building supply companies that sell construction and plant materials. Living shorelines can enhance property values by reducing erosion of waterfront property while providing access to the water and aesthetic services. Living shorelines can provide ecological, social, and economic benefits by dispensing some coastal habitat functions and enhancing the resilience of coastal communities to storms (Smith et al. 2020).

(c) Aesthetics: Living shorelines will alter the visual character of some waters of the United States, giving them a more naturalistic appearance. The extent and perception of these changes will vary, depending on the size and configuration of the living shoreline, the nature of the surrounding area, and the public uses of the area. Living shorelines authorized by this NWP can also modify other aesthetic characteristics, such as air quality and the amount of noise, during construction and maintenance activities.

(d) General environmental concerns: Activities authorized by this NWP will affect general environmental concerns, such as water, air, noise, and land pollution, but those effects will usually be temporary. The authorized activities will also affect the physical, chemical, and biological characteristics of the environment. The adverse effects of the activities authorized by this NWP on general environmental concerns will be minor. Adverse effects to the chemical composition of the aquatic environment will be controlled by general condition 6, which states that the material used for construction must be free from toxic pollutants in toxic amounts. General condition 23 requires mitigation to minimize adverse effects to the aquatic environment through avoidance and minimization at the project site. Compensatory mitigation may be required by district engineers to ensure that the net adverse environmental effects are no more than minimal. Specific environmental concerns are addressed in other sections of this document.

(e) Wetlands: Activities authorized by this NWP may result in the loss or alteration of existing wetlands, but will generally increase the amount of fringe wetlands on the project site. Fringe wetlands established or enhanced as a result of living shoreline projects will provide habitat for organisms that utilize intertidal areas. Wetlands may also be converted to other uses and habitat types. For many living shorelines, existing wetlands will need to be filled to establish the proper grades for dissipating wave energy and providing substrate for marsh grass plantings. Some wetlands may be temporarily impacted by the activity through the use of temporary staging areas and access roads. These wetlands should be restored, unless the district engineer authorizes another use for the area, but the plant community may be different. District engineers may require compensatory mitigation to offset the loss of wetlands and ensure that the adverse environmental effects are no more than minimal.

Wetlands provide habitat, including foraging, nesting, spawning, rearing, and resting sites for aquatic and terrestrial species. The loss or alteration of wetlands may alter natural drainage patterns. Wetlands reduce erosion by stabilizing the substrate. Wetlands also act as storage areas for stormwater and flood waters. Wetlands may act as groundwater discharge or recharge areas. The loss of wetland vegetation will likely adversely affect water quality because these plants trap sediments, pollutants, and nutrients and transform chemical compounds. Wetland vegetation also provides habitat for microorganisms that remove nutrients and pollutants from water. Wetlands, through the accumulation of organic matter, act as sinks for some nutrients and other chemical compounds, reducing the amounts of these substances in the water.

Living shorelines are a type of hybrid infrastructure (a combination of natural and built infrastructure) intended to reduce erosion in coastal areas, and often include the establishment or re-establishment of fringe wetlands (Sutton-Grier et al. 2015). The fringe wetlands used in living shorelines are usually less than 20 meters wide (Bilkovic et al. 2016).

General condition 23 requires avoidance and minimization of impacts to waters of the United States, including wetlands, at the project site. Compensatory mitigation may be required by district engineers to ensure that the net adverse environmental effects are no more than minimal. Division engineers can add regional conditions to this NWP to restrict or prohibit the use of this NWP in high value non-tidal wetlands. District engineers will also exercise discretionary authority to require an individual permit if the wetlands to be filled are high value and the activity will result in more than minimal adverse environmental effects. District engineers can also add case-specific special conditions to the NWP authorization to provide protection to wetlands or require compensatory mitigation to offset losses of wetlands.

(f) Historic properties: General condition 20 states that the NWPs cannot authorize activities that affect historic properties listed, or eligible for listing in, the National Register of Historic Places, until the district engineer has complied with the Corps current procedures for addressing the requirements of section 106 of the National Historic Preservation Act.

(g) Fish and wildlife values: This NWP authorizes activities in tidal and non-tidal waters of the United States, including estuaries, lakes, wetlands, and rivers, which provide habitat to many species of fish and wildlife. Activities authorized by this NWP may alter the habitat characteristics of waters and wetlands, changing the quantity and quality of fish and wildlife habitat. At some project sites, it may be necessary to remove riparian vegetation to provide sufficient sunlight for marsh grasses planted for living shorelines to survive at sufficient densities to dissipate wave energy. There may be some habitat conversions as nearshore areas are filled for marsh plantings and reef structures (Pilkey et al. 2012). Living shorelines often require the placement of stone for sills, low-profile sand containment structures, or breakwaters, which can provide habitat for certain aquatic organisms. The construction of living shorelines usually requires the filling of intertidal and subtidal areas to establish proper elevations for marsh plants and the placement of rock structures (e.g., sills) to protect the fringe wetlands (Bilkovic and Mitchell 2013), which alter existing shoreline habitats and affects the fish and wildlife that were using that habitat. Sills that have been in place for at least three years are used for foraging because they become inhabited by organisms that are consumed by fish and crustaceans (Gittman et al. 2016).

Wetland and riparian vegetation provides food and habitat for many species, including foraging areas, resting areas, corridors for wildlife movement, and nesting and breeding grounds. Open waters provide habitat for fish and other aquatic organisms. Shallow habitats next to coastal shorelines provide a number of important ecological functions (Bilkovic and Mitchell 2013) that are altered by the placement of fill to construct living shorelines. Woody riparian vegetation shades streams, which reduces water temperature fluctuations and provides habitat for fish and other aquatic animals. For fish and crustaceans, sills constructed as part of

living shorelines also provide refuge from predators (Gittman et al. 2016). Riparian vegetation provides organic matter that is consumed by fish and aquatic invertebrates. Woody riparian vegetation creates habitat diversity in streams when trees and large shrubs fall into the channel, forming snags that provide habitat and shade for fish. The morphology of shorelines may be altered by activities authorized by this NWP, which can affect animal populations. However, pre-construction notification is required for all construction activities authorized by this NWP, which provides the district engineer with an opportunity to review the proposed activity and assess potential impacts on fish and wildlife values and ensure that the authorized activity results in only minimal adverse environmental effects. Compensatory mitigation may be required by district engineers to restore, enhance, establish, and/or preserve aquatic habitats to offset losses of those habitats. Riparian areas next to open and flowing waters may also be required as compensatory mitigation. These methods of compensatory mitigation will provide fish and wildlife habitat values.

General condition 2 will reduce the adverse effects to fish and other aquatic species by prohibiting activities that substantially disrupt the movement of indigenous aquatic species, unless the primary purpose of the activity is to impound water. Compliance with general conditions 3 and 5 will ensure that the authorized activity has only minimal adverse effects on spawning areas and shellfish beds, respectively. The authorized activity cannot have more than minimal adverse effects on breeding areas for migratory birds, due to the requirements of general condition 4.

For an NWP activity, compliance with the Bald and Golden Eagle Protection Act (16 U.S.C. 668(a)-(d)), the Migratory Bird Treaty Act (16 U.S.C. 703; 16 U.S.C. 712), and the Marine Mammal Protection Act (16 U.S.C. 1361 et seq.) is the responsibility of the project proponent. General condition 19 states that the permittee is responsible for contacting appropriate local office of the U.S. Fish and Wildlife Service to determine applicable measures to reduce impacts to migratory birds or eagles, including whether “incidental take” permits are necessary and available under the Migratory Bird Treaty Act or Bald and Golden Eagle Protection Act for a particular activity.

Consultation pursuant to the essential fish habitat provisions of the Magnuson-Stevens Fishery Conservation and Management Act will occur as necessary for proposed NWP activities that may adversely affect essential fish habitat. Consultation may occur on a case-by-case or programmatic basis. Division and district engineers can impose regional and special conditions to ensure that activities authorized by this NWP will result in only minimal adverse effects on essential fish habitat.

(h) Flood hazards: The fills authorized by this NWP may affect the flood-holding capacity of 100-year floodplains, including surface water flow velocities. Changes in

the flood-holding capacity of 100-year floodplains may impact human health, safety, and welfare. To minimize these adverse effects, general condition 10 requires authorized activities to comply with any applicable FEMA-approved state or local floodplain management requirements. Compliance with general condition 9 will also reduce flood hazards. This general condition requires the permittee to maintain, to the maximum extent practicable, the pre-construction course, condition, capacity, and location of open waters, except under certain circumstances. Much of the land area within 100-year floodplains is upland, and outside of the Corps' control and responsibility.

(i) Floodplain values: Activities authorized by this NWP may affect the flood-holding capacity of the floodplain, as well as other floodplain values. The fish and wildlife habitat values of floodplains will be adversely affected by activities authorized by this NWP, by modifying or eliminating areas used for nesting, foraging, resting, and reproduction. The water quality functions of floodplains may also be adversely affected by these activities. Modification of the floodplain may also adversely affect other hydrological processes, such as groundwater recharge. Since each activity authorized by this NWP requires pre-construction notification, district engineers will review the proposed activities to ensure that those activities result in only minimal adverse environmental effects.

Compensatory mitigation may be required for activities authorized by this NWP, which will offset losses of waters of the United States and provide water quality functions and wildlife habitat. General condition 23 requires avoidance and minimization of impacts to waters of the United States to the maximum extent practicable at the project site, which will reduce losses of floodplain values. The mitigation requirements of general condition 23 will help ensure that the adverse effects of these activities on floodplain values are no more than minimal. The requirements of general condition 10 will minimize adverse effects to the flood storage capacity of 100-year floodplains. Compliance with general condition 9 will also ensure that activities in 100-year floodplains will not cause more than minimal adverse effects on flood storage and conveyance.

(j) Land use: In most cases, activities authorized by this NWP will not directly change land use, since landowners usually implement shore erosion control measures after they have developed their waterfront property. Living shorelines will alter the character of the nearshore area, and may require the removal of trees along the shore. Since the primary responsibility for land use decisions is held by state, local, and tribal governments, the Corps' control and responsibility is limited to significant issues of overriding national importance, such as navigation and water quality (see 33 CFR 320.4(j)(2)).

(k) Navigation: Activities authorized by this NWP will not adversely affect navigation, because these activities must comply with general condition 1. Living shorelines usually involve the construction of structures in navigable waters, such

as sills, low-profile sand containment structures, and breakwaters to dissipate wave energy and prevent fringe wetlands from eroding. Living shorelines may also include reef structures to support oyster growth. Sills, low-profile sand containment structures, breakwaters, and reef structures can affect navigation and shore access from the water, and district engineers will review pre-construction notifications to ensure that the adverse effects to navigation are minimal. This NWP requires pre-construction notification for all activities.

(l) Shore erosion and accretion: The activities authorized by this NWP will have direct effects on shore erosion and accretion processes, since the NWP is intended to reduce shore erosion and allow some accretion, to protect waterfront properties in sheltered coasts. Living shorelines are an approach to shore protection that is intended to provide a variety of ecological functions and services while reducing the adverse effects of erosion (NRC 2007). Living shorelines might be a cost-effective alternative to engineered shore erosion control structures (e.g., bulkheads and seawalls) that also provides ecological and economic benefits while controlling shore erosion (Sutton-Grier et al. 2015).

There is a need for research that evaluates the relative effectiveness of living shorelines compared to other forms of coastal shore protection, such as bulkheads and revetments (Smith et al. 2020). Hard bank stabilization methods have been more intensively studied than living shorelines. In order for the use of living shorelines to increase in coastal areas, there needs to be more studies that examine the trade-offs among various shore erosion control measures, including their relative effectiveness at controlling coastal erosion and their relative costs (Smith et al. 2020).

(m) Recreation: Activities authorized by this NWP may change the recreational uses of the area. Certain recreational activities, such as bird watching, hunting, and fishing will continue to be available in the area. Living shorelines can be designed to enhance waterfront recreational opportunities.

(n) Water supply and conservation: Activities authorized by this NWP will have negligible effects on surface water and groundwater supplies because they are constructed next to open waters, especially estuarine waters that do not provide potable water. Living shorelines can also be constructed in lakes, but those living shorelines will not adversely affect water supplies because the structures and fills are constructed near those larger open water bodies. Division and district engineers can prohibit the use of this NWP in watersheds for public water supplies, if it is in the public interest to do so. General condition 7 prohibits discharges in the vicinity of public water supply intakes.

(o) Water quality: Living shorelines in wetlands and open waters may have adverse effects on water quality, but these erosion control measures will include living components, either marsh grasses or oyster reefs, that help protect or improve

water quality. Living shorelines also reduce erosion, which improves water quality by reducing sediment inputs to nearby waters. The loss of riparian vegetation may adversely affect water quality because these plants trap sediments, pollutants, and nutrients and transform chemical compounds. Wetland and riparian vegetation also provides habitat for microorganisms that remove nutrients and pollutants from water. Living shorelines may enhance wetland acreage and marsh plant density in the project area, which will help improve water quality. Wetlands, through the accumulation of organic matter, act as sinks for some nutrients and other chemical compounds, reducing the amounts of these substances in the water column. Wetlands and riparian areas also decrease the velocity of tidal and flood waters, removing suspended sediments from the water column and reducing turbidity. Riparian vegetation also serves an important role in the water quality of streams by shading the water from the intense heat of the sun. Compensatory mitigation may be required for activities authorized by this NWP, to ensure that those activities do not have more than minimal adverse environmental effects, including water quality. Wetlands and riparian areas restored, established, enhanced, or preserved as compensatory mitigation may provide local water quality benefits.

During construction of these developments, small amounts of oil and grease from construction equipment may be discharged into the waterway. Because most of the construction will occur during a relatively short period of time, the frequency and concentration of these discharges are not expected to have more than minimal adverse effects on overall water quality.

The activities authorized by this NWP require Clean Water Act section 401 water quality certification, because the NWP authorizes discharges of dredged or fill material into waters of the United States. Most water quality concerns are addressed by the state or tribal certifying authority.

(p) Energy needs: During construction of living shorelines, there will be increases in energy consumption in the area, especially electricity, natural gas, and petroleum products. Increases in energy consumption will be temporary.

(q) Safety: The activities authorized by this NWP will be subject to federal, state, and local safety laws and regulations. Therefore, this NWP will not adversely affect the safety of the project area.

(r) Food and fiber production: Activities authorized by this NWP will have negligible adverse effects on food and fiber production, because they are limited to shores in sheltered coasts.

(s) Mineral needs: Activities authorized by this NWP may increase demand for aggregates and stone, which are used to construct sills, low-profile sand containment structures, breakwaters, and reef structures. Living shorelines also require sand to establish appropriate grades for fringe wetlands and to dissipate

wave energy.

(t) Considerations of property ownership: The NWP complies with 33 CFR 320.4(g), which states that an inherent aspect of property ownership is a right to reasonable private use. It also complies with 33 CFR 320.4(g)(2), which recognizes a landowner's general right to protect his or her property from erosion. The NWP provides expedited DA authorization for structures and work and discharges of dredged or fill material to construct and maintain living shorelines, provided those activities comply with the terms and conditions of the NWP and result in only minimal adverse environmental effects.

## ***B.2 Additional Public Interest Review Factors (33 CFR 320.4(a)(2))***

### **B.2.1 Relative extent of the public and private need for the proposed structure or work**

This NWP authorizes structures and work in navigable waters of the United States and discharges of dredged or fill material into waters of the United States, for the construction and maintenance of living shorelines that have only minimal individual and cumulative adverse environmental effects. These activities satisfy public and private needs for places to protect property and infrastructure from erosion. The need for this NWP is based upon the number of these activities that occur annually with no more than minimal individual and cumulative adverse environmental effects.

### **B.2.2 Where there are unresolved conflicts as to resource use, the practicability of using reasonable alternative locations and methods to accomplish the objective of the proposed structure or work**

Most situations in which there are unresolved conflicts concerning resource use arise when environmentally sensitive areas are involved (e.g., special aquatic sites, including wetlands) or where there are competing uses of a resource. The nature and scope of the activity, when planned and constructed in accordance with the terms and conditions of this NWP, reduce the likelihood of such conflict. In the event that there is a conflict, the NWP contains provisions that are capable of resolving the matter (see section 1.0 of this document).

General condition 23 requires permittees to avoid and minimize adverse effects to waters of the United States to the maximum extent practicable on the project site. Consideration of off-site alternative locations is not required for activities that are authorized by general permits. General permits authorize activities that have only minimal individual and cumulative adverse effects on the environment and the overall public interest. District engineers will exercise discretionary authority and require individual permits if the proposed activities will result in more than minimal adverse environmental effects on the project site. The consideration of off-site

alternatives can be required during the individual permit process.

B.2.3 The extent and permanence of the beneficial and/or detrimental effects which the proposed structure or work is likely to have on the public and private uses to which the area is suited

The nature and scope of the activities authorized by the NWP will most likely restrict the extent of the beneficial and detrimental effects to the area immediately surrounding the living shoreline. Activities authorized by this NWP will have only minimal individual and cumulative adverse environmental effects.

The terms, conditions, and provisions of the NWP were developed to ensure that individual and cumulative adverse environmental effects are no more than minimal. Specifically, NWPs do not obviate the need for the permittee to obtain other federal, state, or local authorizations required by law. The NWPs do not grant any property rights or exclusive privileges (see 33 CFR 330.4(b) for further information). Additional conditions, limitations, restrictions, and provisions for discretionary authority, as well as the ability to add activity-specific or regional conditions to this NWP, will provide further safeguards to the aquatic environment and the overall public interest. There are also provisions to allow suspension, modification, or revocation of the NWP.

## **Appendix C – Clean Water Act Section 404(b)(1) Guidelines Analysis**

The 404(b)(1) Guidelines compliance criteria for general permits are provided at 40 CFR 230.7. This 404(b)(1) Guidelines compliance analysis includes analyses of the direct, secondary, and cumulative effects on the aquatic environment caused by discharges of dredged or fill material into waters of the United States authorized by this NWP.

For discharges of dredged or fill material into waters of the United States authorized by general permits, the analysis and documentation required by the 404(b)(1) Guidelines are to be performed at the time of issuance of a general permit, such as an NWP. The analysis and documentation will not be repeated when discharges of dredged or fill material into waters of the United States are conducted under the NWP. The 404(b)(1) Guidelines do not require reporting or formal written communication at the time individual discharges of dredged or fill material into waters of the United States are conducted under an NWP, but a particular NWP may require appropriate reporting. [40 CFR 230.6(d) and 230.7(b)]

### ***C.1 Evaluation Process (40 CFR 230.7(b))***

#### **C.1.1 Alternatives (40 CFR 230.10(a))**

The consideration of alternatives is not directly applicable to general permits (see 40 CFR 230.7(b)(1)).

#### **C.1.2 Prohibitions (40 CFR 230.10(b))**

This NWP authorizes discharges of dredged or fill material into waters of the United States, which require water quality certification. Water quality certification requirements will be met in accordance with the procedures at 33 CFR 330.4(c) and 40 CFR part 121. See general condition 25. The water quality certification process protects against the permitted activity violating any applicable state water quality standard.

No toxic discharges will be authorized by this NWP. General condition 6 states that the material must be free from toxic pollutants in toxic amounts.

This NWP does not authorize discharges of dredged or fill material into waters of the United States that are likely to jeopardize the continued existence of any listed threatened or endangered species (or species proposed for listing) or result in the destruction or adverse modification of designated critical habitat (or critical habitat proposed for such designation). Reviews of pre-construction notifications, regional conditions, and local operating procedures for endangered species will ensure compliance with the Endangered Species Act. Refer to general condition 18 and to

33 CFR 330.4(f) for information and procedures.

This NWP will not authorize discharges of dredged or fill material into waters of the United States that violate any requirement to protect any marine sanctuary. Refer to general condition 22 and section C.2.3(j)(1) of this Appendix for further information.

#### C.1.3 Findings of Significant Degradation (40 CFR 230.10(c))

Potential impact analysis (Subparts C through F): The potential impact analysis specified in Subparts C through F is discussed in section C.2.3 of this Appendix. Mitigation required by the district engineer will ensure that the adverse environmental effects caused by discharges of dredged or fill material into waters of the United States are no more than minimal.

Evaluation and testing (Subpart G): Because the terms and conditions of the NWP specify the types of discharges that are authorized, as well as those that are prohibited, individual evaluation and testing for the presence of contaminants will normally not be required. If a situation warrants, provisions of the NWP allow division or district engineers to further specify authorized or prohibited discharges of dredged or fill material into waters of the United States and/or require testing. General condition 6 requires that materials used for construction be free from toxic pollutants in toxic amounts.

Based upon Subparts B and G, after consideration of Subparts C through F, and because NWPs can authorize only those discharges of dredged or fill material into waters of the United States that result in no more than minimal individual and cumulative adverse environmental effects, the discharges authorized by this NWP will not cause or contribute to significant degradation of waters of the United States.

#### C.1.4 Factual determinations (40 CFR 230.11)

The factual determinations required in 40 CFR 230.11 are discussed in section C.2.3 of this Appendix.

#### C.1.5 Appropriate and practicable steps to minimize potential adverse impacts (40 CFR 230.10(d))

As demonstrated by the information in this document, as well as the terms, conditions, and provisions of this NWP, actions to minimize adverse effects (Subpart H) have been thoroughly considered and incorporated into the NWP. General condition 23 requires permittees to avoid and minimize discharges of dredged or fill material into waters of the United States to the maximum extent practicable on the project site. Compensatory mitigation may be required by the district engineer to ensure that the net adverse effects on the aquatic environment caused by discharges of dredged or fill material into waters of the United States are

no more than minimal.

## **C.2 Evaluation Process (40 CFR 230.7(b))**

### C.2.1 Description of permitted activities (40 CFR 230.7(b)(2))

As indicated by the text of this NWP in section 1.0 of this document, and the discussion of potential impacts in section 4.0 of this document, the activities authorized by this NWP are sufficiently similar in nature and environmental impact to warrant authorization under a single general permit. Specifically, the purpose of the NWP is to authorize discharges of dredged or fill material into waters of the United States for the construction or maintenance of living shorelines. The nature and scope of the impacts are controlled by the terms and conditions of the NWP.

The activities authorized by this NWP are sufficiently similar in nature and environmental impact to warrant authorization by a general permit. The terms of the NWP authorize a specific category of activity (i.e., discharges of dredged or fill material for the construction or maintenance of living shorelines) in a specific category of waters (i.e., waters of the United States). The restrictions imposed by the terms and conditions of this NWP will result in the authorization of activities that have similar impacts on the aquatic environment, namely the modification or replacement of aquatic habitats, such as certain categories of waters and wetlands, with living shorelines that reduce erosion of waterfront property in sheltered coasts.

If a situation arises in which the discharge of dredged or fill material into waters of the United States requires further review, or is more appropriately reviewed under the individual permit process, provisions of the NWPs allow division and/or district engineers to take such action.

### C.2.2 Cumulative effects (40 CFR 230.7(b)(3))

The 404(b)(1) Guidelines at 40 CFR 230.11(a) define cumulative effects as "...the changes in an aquatic ecosystem that are attributable to the collective effect of a number of individual discharges of dredged or fill material." For the issuance of general permits, such as this NWP, the 404(b)(1) Guidelines require the permitting authority to "set forth in writing an evaluation of the potential individual and cumulative impacts of the categories of activities to be regulated under the general permit." [40 CFR 230.7(b)] More specifically, the 404(b)(1) Guidelines cumulative effects assessment for the issuance or reissuance of a general permit is to include an evaluation of "the number of individual discharge activities likely to be regulated under a general permit until its expiration, including repetitions of individual discharge activities at a single location." [40 CFR 230.7(b)(3)] If a situation arises in which cumulative effects are likely to be more than minimal and the proposed discharge of dredged or fill material into waters of the United States requires further

review, or is more appropriately reviewed under the individual permit process, provisions of the NWP allow division and/or district engineers to take such action.

Based on reported use of this NWP during the period of February 22, 2022, to February 21, 2024, the Corps estimates that this NWP will be used approximately 55 times per year on a national basis, resulting in impacts to approximately 150 acres of waters of the United States, including jurisdictional wetlands. The text of this NWP requires the permittee to submit a pre-construction notification to the district engineer prior to commencing the construction of a new living shoreline. The text of this NWP does not require pre-construction notification for maintenance and repair activities for living shorelines. However, pre-construction notification may be required by the NWP general conditions or by regional conditions imposed by division engineers.

Based on reported use of this NWP during that time period, the Corps estimates that district engineers will not require compensatory mitigation to offset the impacts to waters of the United States authorized by this NWP because compensatory mitigation is not likely to be necessary to ensure that activities authorized by this NWP result in only minimal adverse effects on the aquatic environment. The verified activities that do not require compensatory mitigation will have been determined by Corps district engineers to result in no more than minimal individual and cumulative adverse effects on the aquatic environment without compensatory mitigation. During the period of 2026 to 2031, the Corps expects little change to the percentage of NWP 54 verifications requiring compensatory mitigation, because there have been no substantial changes in the mitigation general condition or the NWP regulations for determining when compensatory mitigation may be required for NWP activities. The demand for these types of activities could increase or decrease during the five year period this NWP is anticipated to be in effect.

Based on these annual estimates, the Corps estimates that approximately 275 activities could be authorized until this NWP expires, resulting in impacts to approximately 750 acres of waters of the United States, including jurisdictional wetlands. During the period this NWP is in effect, the individual and cumulative impacts on the aquatic environment caused by activities authorized by this NWP are expected to result in only minor changes to the current environmental setting at the scale at which this NWP is issued (i.e., the United States and its territories), which is described in Appendix A of this document. Division engineers have the authority to modify, suspend, or revoke this NWP in a particular geographic region (e.g., a Corps district, state, watershed, or seascape) if they believe those discharges of dredged or fill material into waters of the United States are likely to result in more than minimal individual and cumulative adverse environmental effects in the identified geographic region (see 33 CFR 330.5(c)). District engineers have the authority to modify, suspend, or revoke this NWP on a case-by-case basis if they determine those discharges of dredged or fill material into waters of the United States are likely to result in more than minimal individual and cumulative adverse

environmental effects on the project site (see 33 CFR 330.5(d)).

As discussed in Appendix A of this document, the ecological condition of waters and wetlands in the United States varies, and assessments conducted by USEPA for rivers and streams, estuaries, the Great Lakes, other lakes, and wetlands categories ecological condition as “good,” “fair,” or “poor.” One of the criteria that district engineers consider when they evaluate proposed NWP activities is the “degree or magnitude to which the aquatic resources perform these functions” (see paragraph 2 of Section D, “District Engineer’s Decision.” The quality of the affected waters is considered by district engineers when making decisions on whether to require compensatory mitigation for proposed NWP activities to ensure no more than minimal adverse environmental effects (see 33 CFR 330.1(e)(3)), and amount of compensatory mitigation required (see 33 CFR 332.3(f)). The quality of the affected waters also factors into the determination of whether the required compensatory mitigation offsets the losses of aquatic functions caused by the NWP activity.

The compensatory mitigation required by district engineers in accordance with general condition 23 and through activity-specific conditions added to NWP authorizations is expected to provide aquatic resource functions and services to offset some or all of the losses of aquatic resource functions caused by the activities authorized by this NWP, and reduce the incremental contribution of those activities to the cumulative effects on the Nation’s wetlands, streams, and other aquatic resources. Compensatory mitigation required by district engineers must be conducted in accordance with the applicable provisions of 33 CFR part 332, which requires development and implementation of approved mitigation plans, as well as monitoring to assess whether the objectives and ecological performance standards of compensatory mitigation projects are being achieved, or whether corrective measures or adaptive management are needed to address deficiencies that may occur. The district engineer will evaluate monitoring reports to determine if the compensatory mitigation project has fulfilled its objectives, has achieved its ecological performance standards, and offsets the permitted impacts. If the monitoring efforts indicate that the compensatory mitigation project is failing to meet its objectives and ecological performance standards, the district engineer may require additional measures, such as corrective measures and/or adaptive management or alternative compensatory mitigation, to address the compensatory mitigation project’s deficiencies. [33 CFR 332.7(c)]

The individual and cumulative adverse effects on the aquatic environment resulting from the discharges of dredged or fill material into waters of the United States authorized by this NWP, including compliance with all applicable NWP general conditions as well as regional conditions imposed by division engineers and activity-specific conditions imposed by district engineers, are expected to be no more than minimal. The Corps expects that the convenience and time savings associated with the use of this NWP will encourage applicants to design their projects within the

scope of the NWP, including its limits, rather than request individual permits for projects that could result in greater adverse impacts to the aquatic environment. Division and district engineers will restrict or prohibit this NWP on a regional or case-specific basis if they determine that these discharges of dredged or fill material into waters of the United States will result in more than minimal individual and cumulative adverse effects on the aquatic environment.

### C.2.3 Section 404(b)(1) Guidelines Impact Analysis, Subparts C through F

(a) Substrate: Discharges of dredged or fill material into waters of the United States may alter the substrate of those waters, usually will involve sand fills to provide the appropriate grade for dissipating wave energy and planting a fringe wetland. The substrate may also be altered by the placement of stone to construct sills, low-profile sand containment structures, and breakwaters to protect the fringe wetland from waves. Living shorelines may also include reef structures that will cover the existing substrate with stone or other materials to provide substrate for oysters or other organisms. The grain size of sand fills used to construct living shorelines may be larger than the sand grain size in natural shorelines (Bilkovic and Mitchell 2013), and may affect colonization of the living shoreline by invertebrates after construction. Temporary fills may be placed upon the substrate, but must be removed upon completion of the activity (see the terms of this NWP and general condition 13). Higher rates of erosion may result during construction, but general condition 12 requires the use of appropriate measures to control soil erosion and sediment.

(b) Suspended particulates/turbidity: Depending on the method of construction, soil erosion and sediment control measures, equipment, composition of the bottom substrate, and wind and current conditions during construction, dredged or fill material placed in open waters will temporarily increase water turbidity. Pre-construction notification is required for all discharges of dredged or fill material into waters of the United States authorized by this NWP, except for discharges for certain maintenance activities. For those discharges of dredged or fill material into waters of the United States that require pre-construction notification, district engineers will review each activity and ensure that adverse effects on the aquatic environment are no more than minimal. Particulates may be resuspended in the water column during removal of temporary fills. Turbidity plume will normally be limited to the immediate vicinity of the disturbance and should dissipate shortly after each phase of the construction activity. General condition 12 requires the permittee to stabilize exposed soils and other fills, which will reduce turbidity. In many localities, project proponents and contractors are required to develop and implement sediment and erosion control plans to minimize the entry of soil into the aquatic environment. NWP activities cannot create turbidity plumes that smother important spawning areas downstream (see general condition 3).

(c) Water: The construction and maintenance of living shorelines may affect some

characteristics of water, such as water clarity, chemical content, dissolved gas concentrations, pH, and temperature, and those effects will occur mostly during construction and maintenance activities. Temporary changes in water quality may affect the species and quantities of organisms inhabiting the aquatic area. Water quality certification is required for discharges of dredged or fill material into waters of the United States authorized by this NWP, which will help ensure that those discharges do not violate applicable water quality requirements. Permittees may be required to implement water quality management measures to ensure that the authorized discharges of dredged or fill material into waters of the United States do not result in more than minimal degradation of water quality.

(d) Current patterns and water circulation: Discharges of dredged or fill material into waters of the United States authorized by this NWP may adversely affect the movement of water in the aquatic environment. Nearshore currents and water circulation patterns may be altered by the placement of sills, low-profile sand containment structures, reef structures, and breakwaters. Except for certain maintenance activities, all discharges of dredged or fill material into waters of the United States authorized by this NWP require pre-construction notification, which will help ensure that adverse effects to current patterns and water circulation are no more than minimal. General condition 9 requires the authorized activity to be designed to withstand expected high flows, including tidal flows, and to maintain the pre-construction course, condition, capacity, and location of open waters to the maximum extent practicable.

(e) Normal water level fluctuations: The discharges of dredged or fill material into waters of the United States authorized by this NWP will likely have minor adverse effects on normal patterns of water level fluctuations due to tides and flooding. Water fluctuations due to tides may be altered by sand fills placed in the intertidal zone to establish grades to dissipate wave energy and provide substrate for fringe wetland plants. Normal water level fluctuations may also be affected by the construction of sills and breakwaters. General condition 9 requires the permittee to maintain the pre-construction course, condition, capacity, and location of open waters, to the maximum extent practicable.

(f) Salinity gradients: The discharges of dredged or fill material into waters of the United States authorized by this NWP are unlikely to adversely affect salinity gradients because the construction and maintenance of living shorelines does not alter the salinity of estuarine waters, nor do those activities alter the chemical composition of fresh waters. Living shorelines are constructed so that tides and other water movements continue to flow to and from the shore on a regular basis, and not create standing water that might evaporate and increase salt concentrations that might alter local salinity gradients.

(g) Threatened and endangered species: No discharge of dredged or fill material into waters of the United States is authorized by any NWP if that discharge is likely

to jeopardize the continued existence of a threatened or endangered species as listed or proposed for listing under the Endangered Species Act of 1973, as amended, or to destroy or adversely modify the designated critical habitat (or critical habitat proposed for such designation) of such species. See 33 CFR 330.4(f) and paragraph (a) of general condition 18. For NWP activities, compliance with the Endangered Species Act is discussed in more detail in Appendix D of this document.

(h) Fish, crustaceans, molluscs, and other aquatic organisms in the food web.

Except for some maintenance activities, all discharges of dredged or fill material into waters of the United States authorized by this NWP require pre-construction notification to the district engineer, which will allow review those proposed activities in open waters to ensure that adverse effects to fish and other aquatic organisms in the food web are no more than minimal. Fish and other motile animals are likely to avoid the project site during construction and maintenance activities. Sessile or slow-moving animals in the path of discharges, structures, and construction equipment may be harmed or destroyed. Some aquatic animals may be smothered by the placement of dredged or fill material or structures. The placement of dredged or fill to construct tidal marsh and sills in subtidal waters adversely affects the abundance, diversity, and biomass of organisms that live in the substrate of those shallow subtidal waters, and changes their community structure (Bilkovic and Mitchell 2013). Motile animals will likely return to those areas that are temporarily impacted by the discharge of dredged or fill material into waters of the United States and restored or allowed to revert back to preconstruction conditions. Motile animals are likely to return to areas where the living shorelines provide habitat features, including feed and refuge areas. After the living shoreline is constructed, aquatic animals will use the intertidal and subtidal areas. The terms of this NWP require that living shorelines are designed and constructed so that aquatic organisms can continue to move between the waterbody and the shore. Benthic and sessile animals are expected to recolonize sites temporarily impacted by the activity, after those areas are restored. Sills, low-profile sand containment structures, breakwaters, and reef structures will provide habitat for some species of aquatic organisms, either as substrate for sessile organisms to attached to or in the gaps between stones. The construction of living shorelines consisting of marshes and sills provides more habitat functions than the construction of bulkheads or revetments, but less habitat than existing natural shorelines (Bilkovic and Mitchell 2013).

Division and district engineers can place conditions on this NWP to restrict or prohibit discharges of dredged or fill material into waters of the United States during important stages of the life cycles of certain aquatic organisms. Such time of year restrictions can reduce or prevent adverse effects to these aquatic organisms during reproduction and development periods. General conditions 3 and 5 address protection of spawning areas and shellfish beds, respectively. General condition 3 states that activities in spawning areas during spawning seasons must be avoided

to the maximum extent practicable. In addition, general condition 3 also prohibits activities that result in the physical destruction of important spawning areas. General condition 5 prohibits activities in areas of concentrated shellfish populations. General condition 9 requires the maintenance of pre-construction course, condition, capacity, and location of open waters to the maximum extent practicable, which will help minimize adverse impacts to fish, shellfish, and other aquatic organisms in the food web.

(i) Other wildlife: Discharges of dredged or fill material into waters of the United States authorized by this NWP may cause minor adverse effects on other wildlife associated with aquatic ecosystems, such as resident and transient mammals, birds, reptiles, and amphibians, through the destruction of aquatic habitat, including breeding and nesting areas, escape cover, travel corridors, and preferred food sources. This NWP does not authorize discharges of dredged or fill material into waters of the United States that are likely to jeopardize the continued existence of federally-listed endangered and threatened species (or species proposed for listing) or result in the destruction or adverse modification of designated critical habitat (or critical habitat proposed for such designation). General condition 4 states that activities in breeding areas for migratory birds must be avoided to the maximum extent practicable.

(j) Special aquatic sites: The potential impacts to specific special aquatic sites are discussed below:

(1) Sanctuaries and refuges: The discharges of dredged or fill material into waters of the United States authorized by this NWP may have adverse effects on waters of the United States within sanctuaries or refuges designated by federal or state laws or local ordinances. The construction of living shorelines requires pre-construction notification to district engineers. District engineers will exercise discretionary authority and require individual permits for specific projects in waters of the United States in sanctuaries and refuges if those discharges of dredged or fill material into waters of the United States will result in more than minimal adverse effects on the aquatic environment. Division engineers can add regional conditions to this NWP to restrict or prohibit its use in sanctuaries and refuges.

(2) Wetlands: The discharges of dredged or fill material into waters of the United States authorized by this NWP may have adverse effects on wetlands. There may be existing wetlands that are filled to construct the living shoreline, if the shore needs to be filled with sand to establish the appropriate grade for dissipating wave energy and providing more suitable grades and elevations for planting wetland vegetation to establish a more vigorous wetland fringe that will also dissipate wave energy. The initial loss of wetland will likely be offset by the wetland established for the living shoreline. District engineers will review pre-construction notifications to ensure that the adverse effects on wetlands are no more than minimal. Division engineers can add regional conditions to this NWP to restrict or prohibit its use in

wetlands. See paragraph (e) of section B.1 of Appendix B of this document for a more detailed discussion of impacts to wetlands.

(3) Mud flats: The discharges of dredged or fill material into waters of the United States authorized by this NWP may have adverse effects on mud flats. In some cases, living shorelines may be constructed in mud flats, replacing the mud substrate with sand substrate to support wetland vegetation to form a fringe wetland that dissipates wave energy. All activities authorized by this NWP, except for certain maintenance and repair activities, require pre-construction notification, which provides district engineers with the opportunity to evaluate proposed impacts to mud flats, and determine whether those impacts are no more than minimal. Division engineers can add regional conditions to this NWP to restrict or prohibit its use in mud flats.

(4) Vegetated shallows: The discharges of dredged or fill material into waters of the United States authorized by this NWP may have adverse effects on vegetated shallows. In some cases, the construction of living shorelines involves discharges of dredged or fill material or structures or work in subtidal waters that are inhabited by submerged aquatic vegetation. Reef structures may be constructed in areas inhabited by submerged aquatic vegetation. There may be some loss of vegetated shallows, and those losses may be determined to be only minimal when considering the ecological functions and services being provided by the overall living shoreline. District engineers will review pre-construction notifications for the construction of new living shorelines to determine whether adverse impacts on vegetated shallows are no more than minimal. For example, if the construction of a living shoreline results in small losses of vegetated shallows, and the living shoreline will result in substantial increases in the area of fringe wetland and/or reef habitat, the district engineer may determine that the net adverse effects on the aquatic environment are no more than minimal. The district engineer's evaluation of the pre-construction notification that is required for every activity authorized by this NWP (except for some maintenance and repair activities) provides an opportunity to make those site-specific determinations. Where there are regional concerns for vegetated shallows, division engineers can add regional conditions to this NWP to restrict or prohibit its use in vegetated shallows. If the proposed discharge of dredged or fill material into waters of the United States will result in more than minimal adverse effects vegetated shallows, the district engineer will exercise discretionary authority to require the project proponent to obtain an individual permit.

(5) Coral reefs: The discharges of dredged or fill material into waters of the United States authorized by this NWP may have adverse effects on coral reefs. Pre-construction notification is required for all discharges of dredged or fill material into waters of the United States authorized by this NWP (except for some maintenance and repair activities) and district engineers will evaluate the construction of all proposed new living shorelines to determine whether the adverse effects on coral

reefs are no more than minimal. The district engineer may add conditions to the NWP authorization to require the project proponent to implement mitigation measures to avoid or reduce adverse effects on coral reefs, or exercise discretionary authority to require an individual permit if the proposed impacts to coral reefs are more than minimal. Division engineers may add regional conditions to restrict or prohibit the use of this NWP to authorize discharges of dredged or fill material into waters of the United States in or near coral reefs.

(6) Riffle and pool complexes: The discharges of dredged or fill material into waters of the United States authorized by this NWP are unlikely to adversely affect riffle and pool complexes, because living shorelines are constructed in sheltered coasts, not inland streams with riffle and pool complexes. These sheltered coasts are located in estuarine waters and in lakes, and not in rivers and streams.

(k) Municipal and private water supplies: See paragraph (n) of section B.1 of Appendix B of this document for a discussion of potential impacts to water supplies.

(l) Recreational and commercial fisheries, including essential fish habitat: The discharges of dredged or fill material into waters of the United States authorized by this NWP may adversely affect waters of the United States that act as habitat for populations of economically important fish and shellfish species. These impacts will usually be minor, because living shorelines provide habitat that can be used by certain species. There may be some habitat alteration, including the alteration of essential fish habitat, that adversely affects some fish species that are important for recreational and commercial fisheries. Division and district engineers can add conditions to this NWP to restrict or prohibit discharges of dredged or fill material into waters of the United States during important life cycle stages of economically valuable fish and shellfish, such as spawning or development periods. All of economically valuable fish and shellfish discharges of dredged or fill material into waters of the United States (except for some maintenance activities) authorized by this NWP require pre-construction notification to the district engineer, which will allow review of each proposed new living shoreline in open waters to ensure that adverse effects to economically important fish and shellfish are no more than minimal. Compliance with general conditions 3 and 5 will ensure that the authorized activities do not adversely affect important spawning areas or concentrated shellfish populations. As discussed in paragraph (g) of section B.1 of Appendix B of this document, there are procedures to help ensure that individual and cumulative impacts to essential fish habitat are no more than minimal. For example, division and district engineers can impose regional and activity-specific conditions to ensure that discharges of dredged or fill material into waters of the United States authorized by this NWP will result in only minimal adverse effects on essential fish habitat.

(m) Water-related recreation: See paragraph (m) of section B.1 of Appendix B of this document.

(n) Aesthetics: See paragraph (c) of section B.1 of Appendix B of this document.

(o) Parks, national and historical monuments, national seashores, wilderness areas, research sites, and similar areas: This NWP can be used to authorize discharges of dredged or fill material into waters of the United States in parks, national and historical monuments, national seashores, wilderness areas, and research sites if the manager or caretaker wants to conduct discharges of dredged or fill material into waters of the United States and those discharges will result in only minimal adverse effects on the aquatic environment. Division engineers can add regional conditions to the NWP to restrict or prohibit its use in designated areas, such as national wildlife refuges or wilderness areas.

## Appendix D – Endangered Species Act

No activity is authorized by any NWP if that activity is likely to jeopardize the continued existence of a threatened or endangered species as listed or proposed for listing under the Federal Endangered Species Act (ESA), or to destroy or adversely modify the critical habitat of such species (33 CFR 330.4(f)). If the district engineer determines a proposed NWP activity may affect listed species or designated critical habitat, he or she will conduct ESA section 7 consultation with the U.S. Fish and Wildlife Service (USFWS) and/or the National Marine Fisheries Services (NMFS) as appropriate. The proposed NWP activity is not authorized until the ESA section 7 consultation process is completed or the district engineer determines the proposed NWP activity will have no effect on listed species or designated critical habitat. Current local procedures in Corps districts are effective in ensuring compliance with section 7 of the ESA. Those local procedures include regional programmatic consultations, including the development of Standard Local Operating Procedures for Endangered Species (SLOPES) and Effects Determination Guidance for Endangered and Threatened Species (EDGES). The issuance or reissuance of an NWP, as governed by NWP general condition 18 (which applies to every NWP and which relates to endangered and threatened species and critical habitat) and 33 CFR 330.4(f), results in “no effect” to listed species or critical habitat, because no activity that “may affect” listed species or critical habitat is authorized by NWP unless ESA section 7 consultation with the USFWS and/or NMFS has been completed. If the non-federal project proponent does not comply with 33 CFR 330.4(f)(2) and general condition 18, and does not submit the required PCN, then the activity is not authorized by NWP. In such situations, it is an unauthorized activity and the Corps district will determine an appropriate course of action under its regulations at 33 CFR part 326 to respond to the unauthorized activity. Unauthorized activities may also be subject to the prohibitions of section 9 of the ESA.

Each activity authorized by an NWP is subject to general condition 18, which states that “[n]o activity is authorized under any NWP which is likely to directly or indirectly jeopardize the continued existence of a threatened or endangered species or a species proposed for such designation, as identified under the Federal Endangered Species Act (ESA), or which will directly or indirectly destroy or adversely modify designated critical habitat or critical habitat proposed for such designation.” In addition, general condition 18 explicitly states that the NWP does not authorize “take” of threatened or endangered species, which will ensure that permittees do not mistake the NWP authorization as a federal authorization to take threatened or endangered species. General condition 18 also requires a non-federal permittee to submit a pre-construction notification to the district engineer if any listed species or designated critical habitat (or proposed species or proposed critical habitat) might be affected or is in the vicinity of the project, or if the project is located in designated or proposed critical habitat. The Corps established the “might affect” threshold in 33 CFR 330.4(f)(2) and paragraph (c) of general condition 18 because it is more

stringent than the “may affect” threshold for section 7 consultation in the USFWS’s and NMFS’s ESA section 7 consultation regulations at 50 CFR part 402. The word “might” is defined as having “less probability or possibility” than the word “may” (Merriam-Webster’s Collegiate Dictionary, 10th edition). Since “might” has a lower probability of occurring, it is below the threshold (i.e., “may affect”) that triggers the requirement for ESA section 7 consultation for a proposed federal action. This general condition also states that, in such cases, non-federal permittees shall not begin work on the activity until notified by the district engineer that the requirements of the ESA have been satisfied and that the activity is authorized.

Under the Corps’ current regulations at 33 CFR 325.2(b)(5), the district engineer must review all permit applications for potential impacts on threatened and endangered species or critical habitat. For the NWP program, this review occurs when the district engineer evaluates the NWP pre-construction notification or a request for an NWP verification for an NWP activity that does not require a PCN. NWP general condition 18 requires a non-federal applicant to submit a pre-construction notification to the Corps if any listed species (or species proposed for listing) or designated critical habitat (or critical habitat proposed for such designation) might be affected or is in the vicinity of the project, or if the project is located in designated critical habitat (or critical habitat proposed for such designation). Based on the evaluation of all available information, the district engineer will initiate consultation with the USFWS or NMFS, as appropriate, if he or she determines that the proposed activity may affect any threatened and endangered species or designated critical habitat. Consultation may occur during the NWP authorization process or the district engineer may exercise discretionary authority to require an individual permit for the proposed activity and initiate section 7 consultation during the individual permit process. If the district engineer determines a proposed NWP activity is likely to jeopardize the continued existence of any proposed species or result in the destruction or adverse modification of proposed critical habitat, he or she will initiate a conference with the USFWS or NMFS. If ESA section 7 consultation or conference is conducted during the NWP authorization process, then the applicant will be notified that he or she cannot proceed with the proposed NWP activity until section 7 consultation is completed.

If the district engineer determines that the proposed NWP activity will have no effect on any threatened or endangered species or critical habitat, then the district engineer will notify the applicant that he or she may proceed under the NWP authorization as long as the activity complies with all other applicable terms and conditions of the NWP, including applicable regional conditions. When the Corps district makes a “no effect” determination, that determination is documented in the record for the NWP verification.

In cases where the Corps makes a “may affect” determination for a proposed NWP activity, formal or informal section 7 consultation is conducted before the activity is authorized by NWP. A non-federal permit applicant cannot begin work until notified

by the Corps that the proposed NWP activity will have “no effect” on listed species or critical habitat, or until ESA section 7 consultation has been completed (see also 33 CFR 330.4(f)). Federal permittees are responsible for complying with ESA section 7(a)(2) and should follow their own procedures for complying with those requirements (see 33 CFR 330.4(f)(1)). Therefore, permittees cannot rely on complying with the terms of an NWP without considering ESA-listed species and critical habitat, and they must comply with the NWP conditions to ensure that they do not violate the ESA. General condition 18 also states that district engineers may add activity-specific conditions to the NWPs to address ESA issues as a result of formal or informal consultation with the USFWS or NMFS.

Each year, the Corps conducts thousands of ESA section 7 consultations with the USFWS and NMFS for activities authorized by NWPs. These section 7 consultations are tracked in ORM. During the period of January 1, 2022, to December 31, 2024, Corps districts conducted 990 formal consultations and 7,785 informal consultations under NWP PCNs where the Corps verified that the proposed activities were authorized by NWP. During that time period, the Corps also used regional programmatic consultations for 15,937 NWP verifications to comply with ESA section 7. During those three years, 309 ESA section 7 conferences were conducted for NWP activities. Therefore, each year an average of 8,340 formal, informal, programmatic ESA section 7 consultations and conferences are conducted with the USFWS and/or NMFS in response to NWP PCNs, including those activities that required PCNs under paragraph (c) of general condition 18. In a study on ESA section 7 consultations tracked by the USFWS, Malcom and Li (2015) found that during the period of 2008 to 2015, the Corps conducted the most formal and informal section 7 consultations, far exceeding the numbers of section 7 consultations conducted by other federal agencies.

Section 7 consultations are often conducted on a case-by-case basis for activities proposed to be authorized by NWP that may affect listed species or critical habitat, in accordance with the USFWS’s and NMFS’s interagency regulations at 50 CFR part 402. Instead of activity-specific section 7 consultations, compliance with ESA section 7(a)(2) may also be achieved through formal or informal regional programmatic consultations. Compliance with ESA section 7 may also be facilitated through division engineers adding regional conditions to the NWPs to address the requirements of ESA section 7. In some Corps districts SLOPES or EDGES have been developed through consultation with USFWS and NMFS regional offices to make the process of complying with ESA section 7 more efficient.

Corps districts have, in most cases, established informal or formal procedures with regional or local offices of the USFWS and NMFS, through which the agencies share information regarding threatened and endangered species and their critical habitat. This information helps a district engineer determine if a proposed NWP activity may affect listed species or their critical habitat and, when a “may affect” determination is made, initiate ESA section 7 consultation. Corps districts may

utilize maps or databases that identify locations of populations of threatened and endangered species and their critical habitat. Where necessary, regional conditions are added to one or more NWP by division engineers to require pre-construction notifications for NWP activities that occur in known locations of threatened and endangered species or designated critical habitat. Any information provided by local maps and databases and any comments received during the pre-construction notification review process will be used by the district engineer to make a “no effect” or “may affect” determination for the pre-construction notification.

Based on the safeguards discussed in this Appendix, especially general condition 18 and the NWP regulations at 33 CFR 330.4(f), the Corps believes that the activities authorized by this NWP comply with the requirements of the ESA. Although the Corps continues to believe that these procedures ensure compliance with the ESA, the Corps has taken some steps to provide further assurance. Corps district offices meet with local representatives of the USFWS and NMFS to establish or modify existing procedures, such as regional conditions and coordination procedures, where necessary, to ensure that the Corps has the latest information regarding the existence and location of any threatened or endangered species or their critical habitat. Corps districts can also establish, through SLOPES, EDGES, or other tools, additional safeguards that ensure compliance with the ESA.

Through ESA section 7 formal or informal consultations, including regional programmatic consultations, the Corps ensures that no activity is authorized by any NWP if that activity is likely to jeopardize the continued existence of a threatened or endangered species as listed or proposed for listing under the ESA, or to destroy or adversely modify the critical habitat of such species. Other tools such as ESA section 7 conferences, SLOPES, EDGES, the development of regional conditions added to the NWP by division engineers, and conditions added to specific NWP authorizations by district engineers help ensure compliance with section 7 of the ESA.

If informal section 7 consultation is conducted, and the USFWS and/or NMFS issues a written concurrence that the proposed NWP activity may affect, but is not likely to adversely affect, listed species or designated critical habitat based on conservation measures incorporated in the NWP activity to avoid or minimize potential effects to listed or proposed species or designated or proposed critical habitat, the district engineer will add conditions for those conservation measures to the NWP authorization. If the USFWS and/or NMFS does not issue a written concurrence with the district engineer’s determination that the proposed NWP activity “may affect, but is not likely to adversely affect” listed species or critical habitat, the district engineer will initiate formal section 7 consultation if he or she changes the effects determination to “may affect, likely to adversely affect.” The project proponent might also be able to modify the proposed NWP activity to a sufficient extent so that a “no effect” determination could be made by the district engineer.

If formal section 7 consultation is conducted and a biological opinion is issued, the district engineer will add conditions to the NWP authorization to incorporate appropriate elements of the incidental take statement of the biological opinion into the NWP authorization, if the biological opinion concludes that the proposed NWP activity is not likely to jeopardize the continued existence of listed species or adversely modify or destroy critical habitat. If the biological opinion concludes that the proposed NWP activity is likely to jeopardize the continued existence of listed species or adversely modify or destroy critical habitat, the proposed activity cannot be authorized by NWP and the district engineer will instruct the applicant to apply for an individual permit. The incidental take statement includes reasonable and prudent measures and terms and conditions such as mitigation, monitoring, and reporting requirements that minimize incidental take. To fulfill its obligations under section 7(a)(2) of the ESA, the Corps will determine which elements of an incidental take statement are appropriate to be added as permit conditions to the NWP authorization (see 33 CFR 325.4(a)). The appropriate elements of the incidental take statement are those reasonable and prudent measures and terms and conditions that: (1) apply to the activities over which the Corps has control and responsibility through its permitting authorities (i.e., structures or work in navigable waters and/or the discharges of dredged or fill material into waters of the United States), and (2) the Corps has the authority to enforce under its permitting authorities. Incorporation of the appropriate elements of the incidental take statement into the NWP authorization through binding, enforceable permit conditions may provide the project proponent an exemption from the “take” prohibitions in ESA section 9 (see section 7(o)(2) of the ESA).

The Corps can modify this NWP at any time that it is deemed necessary to protect listed species or their critical habitat, either through: (1) national general conditions or national-level modifications, suspensions, or revocations of the NWPs; (2) regional conditions or regional modifications, suspensions, or revocations of NWPs; or (3) activity-specific permit conditions (modifications) or activity-specific suspensions or revocations of NWP authorizations. Therefore, although the Corps has issued the NWPs, the Corps can address any ESA issue at any time, if one should arise. The NWP regulations also allow the Corps to suspend the use of some or all of the NWPs immediately, if necessary, while considering the need for permit conditions, modifications, or revocations. These procedures are provided at 33 CFR 330.5.

## Appendix E – Public Comments and Responses to Comments

For a summary of the public comments received in response to the June 18, 2025, issue of the Federal Register (90 FR 26100), refer to the preamble in the Federal Register notice announcing the reissuance of this NWP. The substantive comments received in response to the proposed rule published in the Federal Register on June 18, 2025, were used to improve the NWP by changing NWP terms and limits, pre-construction notification requirements, and/or NWP general conditions, as necessary.

Many commenters supported reissuance of this NWP, noting that it streamlined the permitting process for bank stabilization projects which provide ecological enhancement. One commenter supported the retention of the PCN requirement and the language in the NWP. One commenter objected to the reissuance of this NWP and stated that all covered activities should require an individual permit. One commenter stated that these activities could result in more than minimal adverse environmental impacts. One commenter stated that the applicant must demonstrate that the proposed activity will not impact waters of the United States.

This NWP authorizes structures and work in navigable waters of the United States and discharges of dredged or fill material into waters of the United States associated with the construction and maintenance of living shorelines. The permittee must comply with the terms and general conditions of this NWP, including general conditions which require avoidance and minimization of effects to spawning areas. A PCN is required for all NWP 54 activities. The district engineer will review the PCN and, if the proposed activity will result in more than minimal individual and cumulative adverse environmental effects after considering mitigation proposed by the applicant, the district engineer will exercise discretionary authority and require an individual permit.

One commenter expressed concern that permittees will not be required to avoid or minimize impacts to waters of the United States. One commenter stated that the applicant should demonstrate why the proposed activity is necessary. One commenter stated that the applicant must provide assurances that the structure will not become a hazard. One commenter stated that the NWP should prohibit the introduction of non-native or invasive species.

Paragraph (a) of general condition 23 (Mitigation) and paragraphs (e) and (f) of this NWP require structures and fills in jurisdictional waters and wetlands, including navigable waters, to be minimized to the maximum extent practicable on the project site. It is up to the landowner to decide how he or she wants to protect his or her property from erosion. This NWP authorizes the construction or maintenance of living shorelines in order to offer landowners an alternative general permit authorization to the various types of bank stabilization activities authorized by NWP 13 (Bank Stabilization). Paragraph (h) of this NWP requires that the permittee

maintain the living shoreline, including making repairs after discrete events. Paragraph (d) of this NWP requires that the permittee use native plants.

One commenter stated that the activities authorized by this NWP should not be used as compensatory mitigation. One commenter stated that the permittee should be required to comply with water quality standards.

When the prospective permittee submits a PCN and compensatory mitigation is required by general condition 23 (Mitigation), the district engineer will review the proposed compensatory mitigation and determine if it is sufficient to offset the adverse environmental effects of a regulated activity. Consistent with general condition 25 (water quality) the permittee must comply with any conditions of a granted water quality certification for any activity that may result in a discharge from a point source into waters of the United States.

One commenter suggested that this NWP be modified to limit the use of cobble and gravel fill materials by adding “where appropriate and consistent with the characteristics of the natural shoreline.” Many commenters stated that the NWP should avoid improper use of larger rocks in living shorelines. A few commenters suggested modifying this NWP to authorize small-scale beach nourishment.

The terms of this NWP, in combination with the general conditions, appropriately limit the types of structures or fill materials that are authorized by this NWP. Cobble, sand, and rock sills may all be part of a living shoreline as long as the footprint is made up of mostly native material and incorporates vegetation or other living, natural “soft” elements, and the activity meets the other requirements of this NWP. We have not included beach nourishment in this NWP because these projects do not have a living component such as fringe wetland vegetation, or oysters or mussels, and are not considered living shorelines. When using the term “beach nourishment,” we are referring to larger scale beach fill projects, which usually occur on open coasts. There may be a portion of the living shoreline that consists of unvegetated sandy substrate (e.g., a micro-beach or pocket-beach within or next to the fringe wetland). In addition, we recognize that some movement of sand fill may be necessary to maintain the living shoreline. The district engineer will review the required PCN to determine if a specific activity may be authorized by this NWP, another NWP, a regional general permit, or if the activity will require an individual permit.

One commenter suggested modifying this NWP to allow fills and structures to be placed more than 30 feet from the mean low water line or the ordinary high water mark or to allow activities more than 500 feet in length without a waiver from the district engineer. One commenter objected to allowing the district engineer the discretion to waive the 30-foot or 500-foot limits.

The Corps is retaining the 30-foot and 500 linear foot limits and retaining the district engineer's discretion to waive these limits on a case-by-case basis, after reviewing the PCN and coordinating that PCN with the resource agencies. For a waiver to occur, the district engineer must issue a written determination with a finding that the proposed activity will result in no more than minimal individual and cumulative adverse environmental effects.

A few commenters stated that use of this NWP should be limited in the State of Washington. One commenter stated that this NWP has the potential to result in impacts to tribal treaty natural resources and fishing activities.

Division engineers may also impose regional conditions to restrict or prohibit the use of this NWP in specific categories of waters or in certain geographic areas. Division engineers can add regional conditions to this NWP to help ensure compliance with general condition 17 (Tribal Rights). District engineers may also include project-specific conditions with any NWP verification to ensure the activity results in no more than minimal adverse environmental effects.

One commenter suggested that language allowing temporary structures during construction, similar to language found in NWP 13 (Bank Stabilization), be added to NWP 54. We agree with the suggested change and have added language after paragraph (h) of this NWP to authorize temporary structures, fills, and work, including the use of temporary mats, necessary to construct the living shoreline.

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