

POLICY AND GUIDANCE EVOLUTION

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Planning Community Toolbox

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PLANNING LINKS

Planning Guidance Notebook

- [Engineer Regulation 1105-2-100: Planning Guidance Notebook](#)
The Planning Guidance Notebook provides the overall direction by which the Corps of Engineers civil works projects are formulated, evaluated, and selected for overall implementation. This includes all appendices that were written at a later date.
- [Chapter 2 - Planning Principles](#)
Planning Principles
- [Chapter 3 - Corps Civil Works Mission](#)
Corps Civil Works Mission
- [Appendix A, References](#)
- [Appendix C, Environmental Evaluation and Compliance](#)
This appendix addresses the integration of environmental evaluation and compliance requirements, pursuant to national environmental statutes, applicable executive orders, and other Federal planning requirements, into the planning of Civil Works water and related land resources comprehensive plans and implementation projects. This guidance is applicable to all Civil Works water resources planning studies, including Feasibility studies conducted under the General Investigation business line, those studies conducted under the Continuing Authorities Program (CAP), and studies that require a decision document that are conducted during P&D, construction, or operations, such as post authorization change reports. *Please note: this is the pre-publication version of the document and will be updated once final approval is received.*
- [Appendix D - Economic and Social Considerations](#)
This appendix covers economic and social considerations not addressed elsewhere in the Planning Guidance Notebook. Guidance for estimating NED benefits is provided in Appendix E, Civil Works Missions and Evaluation Procedures, where the evaluation procedure for each project type is presented in its mission context. Some aspects of economic evaluation, and of planning generally, are common to every mission; those aspects are covered in this appendix. *Please note: this is the pre-publication version of the document and will be updated once final approval is received.*
- [Appendix E, Civil Works Mission and Evaluation Procedures](#)
This appendix provides policy and planning guidance for project purposes of navigation, flood damage reduction, hurricane and storm damage reduction (shore protection), ecosystem restoration, hydroelectric power, recreation, water supply and multiple purpose projects.
- [Appendix G - Amendment #1, Planning Reports and Programs](#)
This appendix provides guidance and procedures for the management and conduct of planning studies, activities, and programs.

WHAT IS THE PURPOSE OF USACE STUDIES AND REPORTS?

HOW DID THE FOUR ACCOUNTS EVOLVE?

HOW DID WE GET TO TODAY'S POLICIES AND PROCEDURES?



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BACKGROUND

USACE Planning Studies and Reports

- to provide a comparative analysis of alternatives for decision makers and the public
- to provide a basis for Congressional authorization and project implementation

Four Accounts

- NED National Economic Development
- EQ Environmental Quality
- RED Regional Economic Development
- OSE Other Social Effects

How did we get to where we are today?



FLOOD
CONTROL
ACT OF 1936

Benefits vs Costs

- "the federal government should improve or participate in the improvement of navigable waters or their tributaries, including watersheds thereof, for flood control purposes if the benefits to whomsoever they may accrue are in excess of the estimated costs, and if the lives and social security of people are otherwise adversely affected"

Way Forward

- Development of evaluation procedures for projects for comparison of plans

THE GREEN
BOOK
1950 & 1958

Economic Practices

- *Proposed Practices for Economic Analysis of River Basin*

Way Forward

- Objective of economic analysis is “...to provide a guide for effective use of the required economic resources...”
- and the general objective of project formulation is “...to maximize net economic returns and human satisfactions from the economic resources used in the project.”

SENATE
DOCUMENT
97

Key Changes

- *Policies, Standards, and Procedures in the Formulation, Evaluation and Review of Plans for Use and Development of Water and Related Land Resources*

Way Forward

- *“best use, or combination of uses, of water and related land resources to meet all foreseeable short or long-term needs,”*
- with full consideration given to
 - Development (economic development and growth),
 - Preservation (stewardship of the nation’s natural bounty), and
 - the Well-being of People.



FLOOD CONTROL ACT OF 1970

Multiple Objectives

- Section 209 of this Act states:
- *“the objectives of enhancing regional economic development;*
- *the quality of the total environment, including its protection and improvement;*
- *the well-being of the people of the United States; and*
- *the national economic development are the objectives to be included in federally financed water resources projects, and*
- *in the evaluation of benefits and costs attributable thereto, giving due consideration to the most feasible alternative means of accomplishing these objectives.”*

Way Forward

- *“promulgate guidelines designed to assure that possible adverse economic, social, and environmental effects relating to any proposed project have been fully considered...and that the final decisions on the project are made in the best overall public interest...”*

PRINCIPLES
AND
STANDARDS
(P&S)
1973

P&S Objectives

- National Economic Development (NED) and
- Environmental Quality (EQ)

Way Forward

- Also focus on social wellbeing, and regional economic development accounts were described as “Other Beneficial and Adverse Effects” and were to be displayed where appropriate


ECONOMIC AND
ENVIRONMENTAL
PRINCIPLES AND
GUIDELINES FOR
WATER AND
RELATED LAND
RESOURCES
IMPLEMENTATION
STUDIES
(P&G) 1983

P&G Objectives

- P&G removed environmental quality as a federal objective, leaving national economic development as the **sole Federal objective** for water resources development, consistent with protecting the Nation's environment, ...”
- The four-account structure from P&S remained in P&G, but the NED account is the only required account to be displayed

Way Forward

- *“Calculations of NED are meant to include all environmental and social benefits and costs for which monetary values can be obtained. The monetary focus on NED, however, does not give adequate consideration to unquantifiable environment and social values. (Interagency Task Force on Flood Plain Management 1994).*



WATER
RESOURCES
DEVELOPMENT
ACT (WRDA)
OF 1986

Key Changes

- Instituting broad requirements for sharing the cost of water resources development between the federal government and
- Cost-sharing project sponsors and
- Also requiring cost sharing of feasibility studies between the federal government and local project sponsors.
- The intent of the legislation was to discipline the project development process by instituting “user pay” principles.

Way Forward

- The promotion of single-purpose projects, developed on a project-by project, piecemeal basis and
- The reduction of interest in broader-scale, integrated water resources management approaches.



WRDA 1996
AND
WRDA 2007

Key Changes

- Emphasis of an ecosystem restoration mission - establish the ecological processes necessary to make terrestrial and aquatic ecosystems sustainable, resilient, and healthy under current and future conditions
- Section 203 I directed the Secretary to revise Principles and Guidelines to incorporate the Principle, Requirement and Guidelines

Way Forward

- On hold due to appropriation language that prohibited the Corps from developing the PR&G.



SMART
PLANNING
2012

Key Changes

- Streamlined document to focus on the heart of our Planning culture and philosophy while providing an overview of the evolution of planning concepts
- Incorporated risk-informed decision-making principles while explaining the context for formulating Civil Works projects and informing Federal investments
- WRRDA 2014 codified the expedited project delivery process

Way Forward

- Evolved procedural guidance to meet the 3x3x3 requirements



WRRDA 2014
WRDA 2016
WRDA 2018
WRDA 2020

Key Changes

- Congress continued emphasis on:
 - Natural and Nature-Based Features
 - Beneficial Use of Dredge Material
 - Sediment Management
 - Climate Change
 - Life Safety
 - Resiliency
 - EJ and Equity
 - Comprehensive Benefits

Way Forward

- Drought
- Water Conservation



PR&G
2020

Key Changes

- *Guiding Principles*

Way Forward

- **Healthy and Resilient Ecosystems**
- **Sustainable Economic Development**
- **Floodplains**
- **Public Safety**
- **Environmental Justice and Equity**
- **Watershed Approach**



PR&G
2020

Key Changes

- *Planning Fundamentals*

Way Forward

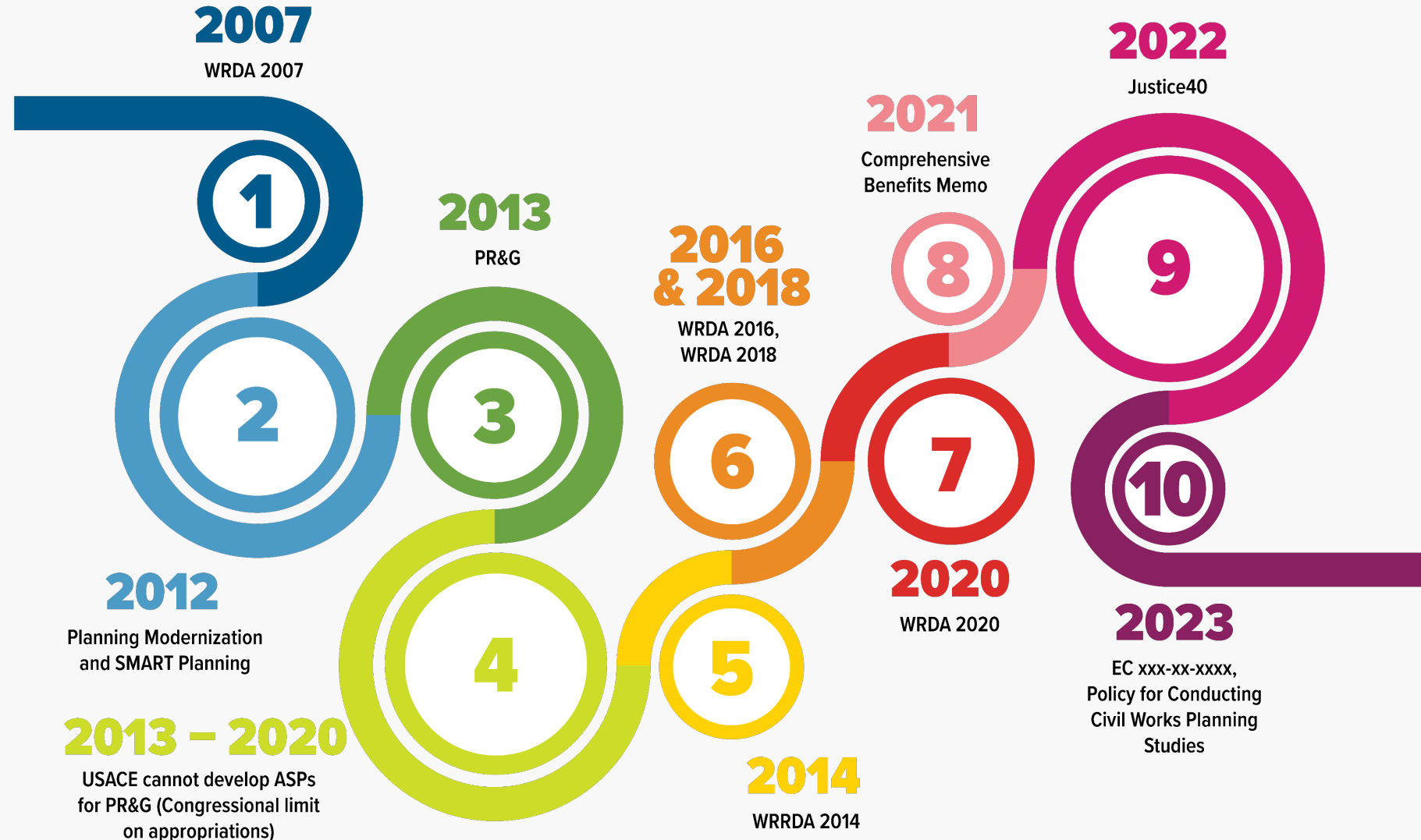
- Integrated Water Resources Management
- Without- versus with-action conditions
- Risk-Informed Decision Making
- Uncertainty
- Comprehensive Benefits, Impacts and Costs
- Benefit-Cost Analysis
- Environmental Justice and Equity
- Best Available Science and Quality Analysis
- Climate Change and Climate Variability
- Significant Resources and Significant Effects
- Ecosystem Goods and Services
- Environmental Compliance



2000 – TODAY



Since 2000, the pace of change has accelerated – and while you have kept up, our core guidance document hasn't.





LOOKING AHEAD: INCORPORATING THE AGENCY SPECIFIC PROCEDURES



The spirit of the PR&G are in the 2023 Policy for Conducting Civil Works Planning Studies EC – but the formal rulemaking process for the Agency Specific Procedures will likely impact both the EC and the related EPs.

