

INTRODUCTION

A pre-publication draft of the Policy for Conducting Civil Works Planning Studies was widely distributed to the Planning Community of Practice in March 2023. Although it has not yet been officially published, the Planning Community of Practice is seeking to provide resources and training to aid in the implementation of the policy so that it can be effectively employed once it becomes official guidance.

This document provides examples of a "Table of Effects" that meets the intent of the draft policy. There are many methods for meeting the requirements, and while the tables illustrated here provide examples, they are not intended to be prescriptive or stifle creativity.

USACE's planning teams are encouraged to use these tables for inspiration and develop their own methods based on the needs of their studies.

ACKNOWLEDGEMENTS

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RELEVANT SECTIONS OF THE DRAFT POLICY

The **Policy for Conducting Civil Works Planning Studies** discusses a "Table of Effects" as a requirement within a feasibility report that presents the alternatives being considered.

Paragraph 2-4e(3) elaborates on the expectations for the Table of Effects:

"Planning teams will display the results of the evaluation process in a table of effects, supported by charts, illustrations, photos, and summary statements as needed to objectively describe the contributions of each alternative, including the no action alternative, to the Federal Objectives and each of the Guiding Principles. The table of effects should present the performance of each alternative, relative to the baseline, the study objectives, the four formulation and evaluation criteria, and any other screening or selection criteria used in the analyses."

The categories and fields in the "Table of Effects" examples (provided in this document), are based on other mentions of the "Table of Effects" in the policy, and the requirements for alternative formulation, evaluation, and comparison.

Paragraph 2-4d(2) discusses the formulation and evaluation of alternatives:

"The formulation and evaluation of alternatives must contain sufficient detail to be useful in decision making and must assess, document, and communicate:

- (a) How comprehensive benefits of an alternative compare to its risks, costs, and impacts;
- (b) How alternatives perform with respect to the Federal Objectives and Guiding Principles; and
- (c) How alternatives perform against the four formulation and evaluation criteria: completeness, effectiveness, efficiency, and acceptability."

Paragraph 2-4c(6) discusses the array of alternatives to be evaluated and clarifies that one plan can satisfy multiple requirements:

"To facilitate discussion and evaluation of the trade-offs among the four Principles and Guidelines (P&G) accounts – National Economic Development, Regional Economic Development, Other Social effects and Environmental Quality (NED, RED, OSE, EQ) – the array of alternatives must include, at a minimum, the following plans for evaluation. Among the multiple plans developed during formulation, the same alternative may be identified to meet more than one of the required plans listed below.

- (a) The "no action" alternative.
- (b) An NED or National Ecosystem Restoration (NER) plan.
- (c) A plan that reasonably maximizes total net benefits across all benefit categories including monetized and non-monetized benefits.
- (d) A plan that reasonably maximizes net benefits including monetized and non-monetized benefits consistent with the study purpose only.
- (e) The least environmentally damaging practicable alternative, as required by the Clean Water Act under Section 404 (40 CFR Part 230).
- (f) For flood risk management studies, a nonstructural plan that includes modified floodplain management practices, elevation, relocation, buyout/acquisition, dry flood proofing, and wet flood proofing.
- (g) A locally preferred plan (LPP), if requested by the non-federal partner and approved by the Assistant Secretary of the Army (Civil Works), if the LPP is not one of the plans identified above."





Paragraph 2-4f adds an additional potential alternative for Flood Risk Management studies:

"Project delivery teams (PDTs) must identify at least one alternative that would meet tolerable risk guidelines 1 (Understanding the Risk) and tolerable risk guidelines 4 (Actions to Reduce Risk) when the study includes modifying, or addressing flood risk associated with, existing levees or dams. If the tolerable risk guidelines are not met, PDTs must describe the factors contributing to the remaining risk and whether improvements can be made to the formulated plans to achieve tolerable risk guidelines."

Paragraph 5-3f includes a similar alternative for Hurricane and Coastal Storm Risk Management studies:

"PDTs must identify at least one alternative that would meet tolerable risk guidelines 1 (Understanding the Risk) and tolerable risk guidelines 4 (Actions to Reduce Risk) when the study includes modifying, or addressing coastal risk associated with existing coastal levees. If the tolerable risk guidelines are not met, PDTs must describe the factors contributing to the remaining risk and whether improvements can be made to the formulated plans to achieve the tolerable risk guidelines."

Paragraph 2-4e(11)(c) names the plan that reasonably maximizes net benefits, the "Total Net Benefits Plan":

"The Total Net Benefits Plan. The plan that reasonably maximizes net benefits across all four P&G accounts in comparison to costs, is to be named the total net benefits plan. It is possible for there to be more than one alternative that reasonably and approximately maximizes the public benefits relative to costs, when planning teams consider the full array of economic, environmental and social effects of an alternative in both quantitative and qualitative terms."

Paragraph 2-4e(2) discusses the incorporation of uncertainty and first mentions the "Table of Effects":

"Planning teams should discuss these uncertainties with respect to the four formulation and evaluation criteria (effectiveness, efficiency, acceptability, and completeness) and the Federal Objectives and each of the Guiding Principles outlined in chapter 1. However, there may be other evaluation criteria identified that may be used based on the identified risk drivers. To do this, it will first be necessary to document the uncertainty in the metrics displayed in the table of effects, which organizes the metrics according to the four P&G accounts – NED, RED, OSE, EQ."

INFORMATION TO BE INCLUDED IN THE "TABLE OF EFFECTS"

Taken together, the relevant sections of the draft policy indicate that a "Table of Effects," supported by charts, illustrations, photos, and summary statements, should display the following information for each of the alternatives:

- Cost
- Performance with respect to the Federal Objectives (WRDA 2007)
 - Seeking to maximize sustainable economic development
 - Seeking to avoid the unwise use of floodplains and flood-prone areas and minimizing adverse impacts and vulnerabilities in any case in which a floodplain or flood-prone area must be used
 - Protecting and restoring the functions of natural systems and mitigating any unavoidable damage to natural systems
- Performance with respect to the Guiding Principles (CEQ 2014 Principles, Requirements, and Interagency Guidelines)
 - Healthy and Resilient Ecosystems
 - Sustainable Economic Development
 - Floodplains
 - Public Safety
 - Environmental Justice and Equity
 - Watershed Approach

- Performance with respect to the four formulation and evaluation criteria (1983 Economic and Environmental Principles and Guidelines for Water and Related Land Resources Implementation Studies)
 - Completeness
 - Effectiveness
 - Efficiency
 - Acceptability
- Performance with respect to study specific planning objectives
- Performance with respect to any other screening and selection criteria
- Performance with respect to the study specific metrics, as organized by the four accounts established to facilitate evaluation and display of effects of alternative plans (1983 Economic and Environmental Principles and Guidelines for Water and Related Land Resources Implementation Studies)
 - National Economic Development (NED)
 - Environmental Quality (EQ)

- Regional Economic Development (RED)
- Other Social Effects (OSE)
- Uncertainty in the assessment of the performance of alternatives
- Although not explicitly stated, it is implied that each of the "required" plans be identified in the table. Depending on the mission area and the measures under consideration, this will include some combination of the following alternatives:
 - The "No Action" Alternative (required for all studies)
 - The Total Net Benefits Plan (required for all studies)
 - The Least Environmentally Damaging Practicable Alternative (LEDPA) (required for all studies)
 - The National Economic Development (NED) Plan
 - The National Ecosystem Restoration (NER) Plan
 - A Non-Structural Plan
 - A Locally Preferred Plan
 - An Alternative that would meet TRG 1 and TRG 4 (often referred to as the Life Safety Plan)



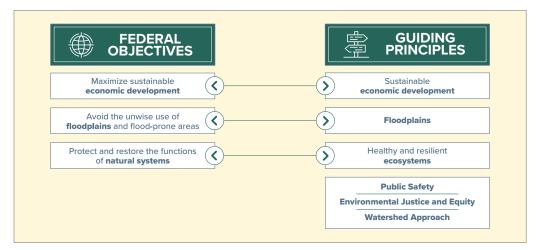
DOCUMENTING CONNECTIONS BETWEEN FIELDS

For some studies, it may be possible to simplify the process of evaluating alternatives by making connections between the metrics and the various requirements described in the ER. The following discussion describes how this might be done.

Much of the information to be included in the "Table of Effects" may ultimately be derived from the study-specific metrics. The metrics may reflect the performance of the alternatives against the federal objectives, the guiding principles, the four formulation and evaluation criteria, and the study-specific planning objectives, and each metric may potentially be categorized under one or more of the four accounts. The plan selection criteria should be a subset of the overall study specific metrics, and will likely differ amongst the alternatives (for example, the selection criteria for the NED plan will usually differ from that of the Total Net Benefits plan). The planning objectives and metrics will be tailored to each specific study and, likewise, the approach to addressing the federal objectives, guiding principles, and the four formulation and evaluation criteria will not be the same for each study. However, there are connections that can be drawn amongst these fields (federal objectives, guiding principles, four formulation and evaluation criteria, and the four accounts) to ultimately show how they are reflected in the study-specific metrics. Teams should begin to draw these connections during the scoping phase to ensure they are formulating in a manner that addresses all of these requirements.

Starting with the federal objectives and the guiding principles, there is some significant overlap between the fields in these two categories as shown below:

Figure A: Drawing Connections among the Federal Objectives and Guiding Principles



Both categories highlight sustainable economic development, avoiding unwise use of floodplains, and protecting and restoring natural systems (including ecosystems), but the guiding principles add in the concepts of public safety, environmental justice, and equity, and taking a watershed approach to planning. Depending on the specifics of the study, additional connections could be drawn. For example, in a Flood Risk Management study, the federal objective of avoiding unwise use of floodplains may also be related to the guiding principles of public safety and watershed approach.

Teams should begin to draw these connections for their study at the highest levels of the federal objectives and guiding principles, and then proceed to draw connections from these fields to their study-specific planning objectives and the metrics selected for each, ensuring that any objectives required by policies and guidance are included (for example, objectives to provide benefits and avoid disproportionate impacts to underserved and disadvantaged communities as required by the 2023 Interim Environmental Justice Guidance for Civil Works Planning Studies).



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The next step is to organize the metrics by the four accounts (NED, EQ, RED, and OSE), ensuring there are appropriate metrics under each of the accounts (5 Jan 2021 Policy Directive – Comprehensive Documentation of Benefits in Decision Document). Following that, teams should sort the metrics by the four formulation and evaluation criteria (completeness, effectiveness, efficiency, and acceptability). It is likely that the majority of metrics will fall under the overall "effectiveness" criteria, which is the extent to which the alternative plans contribute to achieving the planning objectives. Some other commonly used metrics will fall under the "efficiency" criteria, like benefit-to-cost ratio for studies with economic outputs and cost-effectiveness for ecosystem restoration projects. Completeness is typically treated as a binary criteria, while acceptability has two dimensions – implementability and satisfaction – which may warrant inclusion of multiple qualitative study metrics under the overall acceptability criteria. The connections drawn between these categories and fields should be discussed narratively in the report, in addition to any graphical representation that may be included.

EXAMPLES

The following examples were developed to help illustrate the concepts laid out in this document and to help teams meet the overall intent of the "Table of Effects" in the draft ER. While each example is applied to a different mission area, it was not developed specifically for that mission area; the intent is that any of the examples can be used for any study.

Teams should decide whether one of the examples provided would be useful for their particular study or, alternately, use these examples and the concepts in this document to develop their own tables best suited to documenting the effects of alternatives. Further, the planning objectives and metrics displayed were crafted to help convey these concepts and different approaches, and they should not be viewed as prescriptive. PDTs should craft both quantitative and qualitative criteria that are responsive to the planning objectives identified for their specific studies.

Example 1: Stacked Table (as applied to Flood Risk Management)

This first example is an attempt to include all of the required fields in a single table where the stacking of the columns demonstrates which fields are related. Note that due to space limitations, the planning objectives are referenced by number and are included in a separate table. In this example, the guiding principles of environmental justice and equity and watershed approach are not directly connected to any of the federal objectives, but they may be for another study depending on the mission area and formulation strategies used.

Similarly, in this example, completeness and acceptability have their own metrics but are not directly connected to other fields in the table. For this example, the watershed approach guiding principle is reflected in a planning objective related to the development of comprehensive solutions that balance the needs of multiple areas within the watershed, which was not quantifiable economically. Therefore, for this particular example, the metric (Comprehensiveness of Plan) fits under the OSE account as opposed to NED. The designation of plans that meet requirements is included as superscript designation for the alternatives which is explained in a footnote to the table. Because of the complexity of this table, it was difficult to also display uncertainty in the metrics. Uncertainty would most likely need to be included in additional tables or in the report narrative.

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Table 1: Stacked Table Example as Applied to Flood Risk Management

FEDERAL OBJECTIVES	Maximize Econonic Development						Avoid Unwise Use of Floodplains and Flood Prone Areas Protect and Restore Natural Systems						
GUIDING PRINCIPLES					Flood plains	Public Safety	Healthy and Resilient Ecosystems	EJ / Equity	Watershed Approach				
PLANNING OBJECTIVES (SEE TABLE 2)	0bj 1	Obj 1	Obj 1	Obj 4	Obj 5	Obj 2	0bj 2	0bj 3	Obj 6	0bj 7			
P&G ACCOUNTS	NED	NED	NED	NED	RED	OSE	OSE	EQ	OSE	OSE			
FORMULATION/EVALUATION CRITERIA	Efficiency Effectiveness		Effecti	veness	Effectiveness	Effectiveness Effectiveness		Completeness	Accepta	ability			
METRICS	Cost	BCR	Annual NED Benefits	Recreation Benefits	Annual RED Benefits	Structures at Risk	Life Safety Risks Reduced	ER Benefits	EJ Benefits	Comprehensive Plan	Accounts for Necessary Investments	Implementability Satisfaction	
NO ACTION ALTERNATIVE													
ALTERNATIVE 1: ECONOMIC FOCUS ^E													
ALTERNATIVE 2: ENVIRONMENTAL FOCUS LN													
RECOMMENDED - ALTERNATIVE 3: SPONSOR REQUESTED P													
ALTERNATIVE 4: LIFE SAFETY FOCUS ^S													
ALTERNATIVE 5: BALANCED PLAN ^T													

 $\textit{Plan identification:} \ ^\intercal \textit{Total Net Benefits}, \ ^\varepsilon \textit{NED Plan,} \ ^\iota \textit{LEDPA,} \ ^\mathsf{N} \textit{Non-Structural Plan,} \ ^\varrho \textit{Locally Preferred Plan,} \ ^\mathsf{SLife} \ \textit{Safety Plan (meets TRG 1 and 4)}$

Table 2: Example Flood Risk Management Planning Objectives for Table 1

Obj 1	Reduce the risk of economic losses due to flooding in the study area over the period of analysis
0bj 2	Reduce the risk of life loss due to flooding in the study area over the period of analysis
0bj 3	To the extent practicable and consistent with the primary project purpose of flood risk management, improve ecosystem structure function, and dynamic processes in the study area
Obj 4	To the extent practicable and consistent with the primary project purpose of flood risk management, improve recreation opportunities in the study area
Obj 5	To the extent practicable and consistent with the primary project purpose of flood risk management, improve regional economic activity
Obj 6	Consistent with the primary project purpose of flood risk management, seek to benefit all communities in the study area in a proportionate and equitable manner
Obj 7	Develop comprehensive solutions that take into account interconnected systems including upstream and downstream effects





Example 2: Metrics Table with Horizontal Relational Diagram (as applied to Deep Draft Navigation)

This example includes the use of a diagram to visually display the connections amongst fields along with a table that includes the study-specific metrics. Note that in this example, the federal objective of avoiding the unwise use of floodplains as well as the guiding principles of floodplains and watershed approach were deemed not applicable. While the applicability of the federal objectives and guiding principles should always be considered early on and throughout the process, for certain projects some of these fields may not be integral to our plan formulation. For example, in Deep Draft Navigation studies, we are typically considering primarily in-water measures and may not be formulating specifically for floodplain features, so federal objectives and guiding principles related to the use of floodplains may not be driving our formulation. The rationale for this would be explained in the text of the document. This example also specifically calls out which metrics are qualitative vs quantitative.

The metrics table in this example seeks to incorporate measures of uncertainty for some fields – particularly those that are influenced by two different scenario forecasts (designated A and B). While this is generalized for the purposes of the example, in a real-world application, this could be something like alternate commodities forecasts or different sea-level rise scenarios.

Figure B: Horizontal Relational Diagram as Applied to Deep Draft Navigation

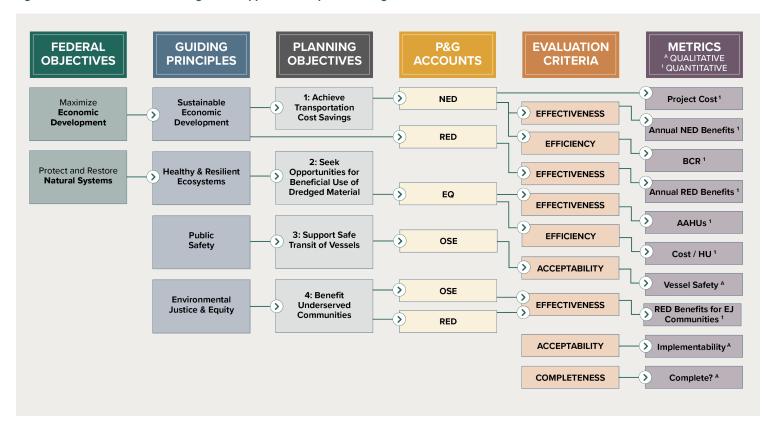






Table 3: Metrics Table Example as Applied to Deep Draft Navigation

METRICS	Cost	Anr Ni Ben	D	BCR		Annual RED Benefits	RED Benefits for EJ Communities	AAHUs		Cost / HU	/ HU Vessel Safety		:/HU Vessel Safety Completeness		Implementability
SCENARIOS		FORECAST A	FORECAST B	FORECAST A	FORECAST B			FORECAST A	FORECAST B		FORECAST A	FORECAST B			
NO ACTION ALTERNATIVE															
ALTERNATIVE 1: DEEPENING												1		l	
ALT 1A: -56 FEET															
ALT 1B: -57 FEET ^E															
ALT 1C: -58 FEET															
ALTERNATIVE 2: DEEPENING (-57 FEET) + WII	DENING														
ALTERNATIVE 3: DEEPENING, WIDENING AND	BENEFICIAL	USE OF DR	EDGED MA	TERIAL											
ALT 3A: -56 FEET L															
ALT 3B: -57 FEET [†]															
ALT3C: -58 FEET P (RECOMMENDED)															

Plan identification: Total Net Benefits, ENED Plan, LEDPA, PLocally Preferred Plan

Example 3: Metrics Table with Vertical Relational Diagram (as applied to Ecosystem Restoration)

This is a variation on Example 2, with a vertical orientation to the diagram, as applied to a hypothetical ecosystem restoration project. Note that in this example, the guiding principles of watershed approach and environmental justice and equity both fall under the federal objective of protect and restore natural systems, as the primary purpose and measures are related to ecosystem restoration. In this example, a planning objective related to restoring connectivity is included, which is connected to three different guiding principles – watershed approach, floodplains, and public safety. Two different metrics are used for this objective – "River Miles Reconnected" which is nested under the EQ account, and "Floodplain Restored" which, in this instance, is a qualitative metric reflecting the movement of flood-prone structures out of the floodplain and, as such, is related to public safety and nested under the OSE account. A separate metric (Average Annual Habitat Units (AAHUs)) is included that quantitatively captures the ecosystem restoration benefits associated with floodplain and aquatic habitat restoration using ecosystem models.

Figure C: Vertical Relational Diagram as Applied to Ecosystem Restoration

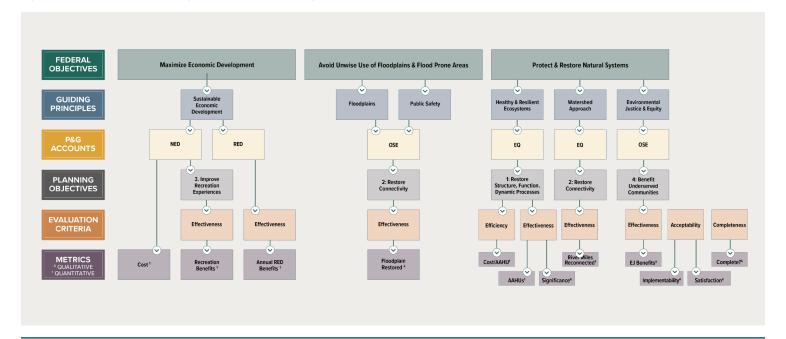






Table 4: Metrics Table Example as Applied to Ecosystem Restoration

METRICS	Cost	AAHUs	Significance of Outputs	Cost/ AAHU	River Miles Reconnected	Floodplain Restored	Recreation Benefits	Annual RED Benefits	EJ Benefits	Implementability	Satisfaction	Completeness
NO ACTION ALTERNATIVE												
ALTERNATIVE 1: AQUATIC HABITAT FOCUS RL (RECOMMENDED)												
ALTERNATIVE 2: FLOODPLAIN HABITAT FOCUS												
ALTERNATIVE 3: RECREATION FOCUS P												
ALTERNATIVE 4: BALANCED PLAN ^T												

Plan identification: Total Net Benefits, RNER Plan, LEDPA, Locally Preferred Plan

Example 4: Multiple Tables (as applied to Coastal Storm Risk Management)

For some studies, there may be too many fields or too much information to convey everything in a single table. Teams may wish to use multiple "Tables of Effects" to better convey the information. This example breaks the information into three tables: one that addresses the formulation and evaluation criteria; one that addresses the federal objectives, guiding principles, and planning objectives; and one that addresses the metrics as organized by the four accounts. This allows additional space to incorporate uncertainty in the metrics table. In this example, the metrics table is displaying metrics assessed across three different sea level rise scenarios: low, medium, and high.

In this first table, a narrative discussion or simple qualitative ranking / assessment of each (for example – a designation of high, medium, or low, with further explanation in the body of the document with what each means for the specific study) would likely be appropriate to provide a general description of how each alternative performs against the criteria.

Similarly, a qualitative assessment of performance would likely be appropriate for the formulation and evaluation criteria table as well.

The final table, a metrics table, would be focused primarily on quantitative metrics.

Table 5: Formulation and Evaluation Criteria Table as Applied to Coastal Storm Risk Management

	NO ACTION	ALTERNATIVE 1: Economic focus ^e	ALTERNATIVE 2: Non-structural ^{ln}	ALTERNATIVE 3: Life safety focus ^s	RECOMMENDED - ALTERNATIVE 4: BALANCED APPROACH ^{TP}
COMPLETENESS					
ACCEPTABILITY					
EFFECTIVENESS					
EFFICIENCY					

Plan identification: Total Net Benefits, ENED Plan, LEDPA, "Non-Structural Plan, Locally Preferred Plan, Life Safety Plan (meets TRG 1 and 4)





Table 6: Objectives Table as Applied to Coastal Storm Risk Management

FEDERAL OBJECTIVES	GUIDING PRINCIPLES	PLANNING OBJECTIVES	NO ACTION	ALTERNATIVE 1: ECONOMIC FOCUS ^E	ALTERNATIVE 2: NON-STRUCTURAL LN	ALTERNATIVE 3: LIFE SAFETY FOCUS ⁵	RECOMMENDED - ALTERNATIVE 4: BALANCED APPROACH ^{TP}
Maximize Economic Development	Sustainable Economic Development	Objective 1: Reduce economic damages associated with coastal storms					
Avoid Unwise Use	Floodplains	Objective 2: Reduce life					
of Floodplains and Flood Prone Areas	Public Safety	safety risks associated with coastal storms					
Protect and Restore the Function of Natural Systems	Healthy and Resilient Ecosystems	Objective 3: Improve aquatic ecosystems to the extent practicable					
	Environmental Justice and Equity	Objective 4: Benefit EJ Communities in the study area					

Plan identification: Total Net Benefits, ENED Plan, LEDPA, "Non-Structural Plan, Plan identification: Total Net Benefits, ENED Plan, LEDPA, "Non-Structural Plan, Plan identification: Total Net Benefits, ENED Plan identification: Total Net Benefits, ENE

Table 7: Metrics Table as Applied to Coastal Storm Risk Management

ALTERNATIVES			NO ACTION		ALTERNATIVE 1: ECONOMIC FOCUS ^E			ALTERNATIVE 2: Non-structural ^{ln}			ALTERNATIVE 3: LIFE SAFETY FOCUS ^S			RECOMMENDED - ALTERNATIVE 4: BALANCED APPROACH ^{TP}		
SEA LEVEL RISE SCENARIOS		1011	мгрим	IIICII	LOW	MEDIUM	IIICII	1011			LOW	MEDIUM	IIICII	LOW	мерши	IIICII
P&G ACCOUNTS	METRICS	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH	LOW	MEDIUM	HIGH
	COST															
	ANNUAL NED BENEFITS (OBJ.1)															
NATIONAL ECONOMIC DEVELOPMENT	BCR															
DEVELOPMENT	ANNUAL RECREATION BENEFITS (OBJ. 1)															
REGIONAL ECONOMIC DEVELOPMENT	ANNUAL RED BENEFITS															
ENVIRONMENTAL	ER BENEFITS (OBJ. 3)															
QUALITY	ENVIRONMENTAL EFFECTS															
OTHER SOCIAL EFFECTS	LIFE SAFETY RISKS REDUCED (OBJ.2)															
	EJ BENEFITS (OBJ. 4)															

Plan identification: Total Net Benefits, ENED Plan, LEDPA, Non-Structural Plan, Locally Preferred Plan, Life Safety Plan (meets TRG 1 and 4)

SUMMARY

It is important that teams think through the connections amongst the various required fields in the table as applied to a specific study and consider this early in the formulation process. Going through the exercise will ensure that teams are formulating study-specific planning objectives and metrics that are connected to the federal objectives, guiding principles, formulation and evaluation criteria, and the four accounts, while also identifying the alternative plans that are required to be formulated under various policies and guidance.

Teams are encouraged to use these examples as appropriate and build off of them to best display the effects of alternatives in their feasibility reports.