

# Cleburne Street Cap and NHHIP Impact Mitigation

HGAC ID - #1263

Benefit-Cost Analysis

August 2024



The 2024 USDOT Benefit-Cost Analysis (BCA) Guidance for Discretionary Grant Programs forms the basis for the methodologies employed to estimate quantified, subsequently, monetized benefits for the Cleburne Street Cap and NHHIP Impact Mitigation project. The evaluation process examines the fundamental question of whether the anticipated societal benefits of the project justify the associated costs, acknowledging the inherent difficulty in quantifying some benefits and costs. This analysis examines how the No-Build and Build Scenarios enhance societal benefits over the planning horizon.

This BCA analysis quantifies the net difference between the No-Build and Build Scenarios for the Cleburne Street Cap and NHHIP Impact Mitigation (“Project”). The project limits are detailed in Table 1.

**Table 1.** Project Limits

Street	Terminus A	Terminus B
Cleburn Street	East of Freeway	West of Freeway
Alameda Road	East of Freeway	West of Freeway
Alabama Street	East of Freeway	West of Freeway
Elgin Street	East of Freeway	West of Freeway
Tuam Street	East of Freeway	West of Freeway
McGowen Street	East of Freeway	West of Freeway

### BCA Result Summary

Benefits and costs in real dollars and discounted real dollars are shown in the table below. The benefit-cost ratio is 1.9 in 2022 real dollars and 1.3 when discounted at 3.1%.

**Table 2.** BCA Summary

Scenario	\$2022 Real Dollars	\$2022 Real Dollars 3.1% Discount
Benefits	\$51,946,000	\$31,195,000
Costs	\$27,925,000	\$24,453,000
BCA	1.90	1.30

### Foundations to BCA

The baseline (No-Build) and Build methodology and calculations for each benefit are contained within this technical memorandum, supported by the BCA Excel Workbook. The calculation is based on the following methodologies and general assumptions.

#### Real Dollars & Discount Rate

All monetized values in the analysis are standardized to 2022 (real dollars). Costs from previous years were adjusted using a 2.79% annual inflation factor, derived from Table A-7 of the 2024 USDOT BCA Guide, to reflect real dollars in 2022. **Error! Bookmark not defined.** The final present-value estimates in this **Benefit-Cost Analysis (BCA)** utilized a **3.1% discount rate** recommended by OMB Circular A-94 for both benefits and costs. Real dollars, also known as inflation-free or constant dollars, allow for consistent comparisons over time by negating the effects of inflation.

### Summarized Costs

The costs for the Project in the year of expenditure amount to \$31,486,000 (nominal dollars). Applying an annual inflation factor of 2.79%, the costs were discounted from the expenditure year to reflect real dollars in 2022. Consequently, the total project cost in 2022 real dollars is \$27,925,000. These costs are discounted at 3.1% from the expenditure year to 2022, resulting in total discounted costs of \$24,453,000.

**Table 3.** Project Costs

Cost	Nominal \$ Year of Expenditure No Discount	Real \$ \$2022 No Discount	3.1% Discount \$2022
Planning	\$50,000	\$50,000	\$50,000
Design/Environmental	\$2,752,000	\$2,534,000	\$2,312,000
Construction	\$28,684,000	\$25,341,000	\$22,091,000
<b>Project Costs</b>	<b>\$31,486,000</b>	<b>\$27,925,000</b>	<b>\$24,453,000</b>

### Planning Horizon

The planning horizon spans from 2022 to 2047, initiating from the project's planning phase. The Project is expected to begin operations in 2028, with a projected 20-year operating period. Consequently, benefits are quantified over the 20-year period from 2028 to 2047.

### No-Build Scenario

The No-Build scenario assumes minimal planned improvements to the project corridor's roadway. It considers factors such as future changes in traffic volumes and routine maintenance that would occur irrespective of the proposed project.

### Build Scenario

This application compares the 'base' NHHIP condition (currently proposed by TxDOT without supplemental funding) versus a 'funded' condition which would be made possible via this grant application.

Cleburne Cap - The unfunded condition will remove the existing connection at Cleburne across IH-69. Additionally, the unfunded condition does not include buffered and shaded bicycle and pedestrian facilities for the Almeda crossing. The funded condition will allow Cleburne to continue, via a new bridge or cap structure, across IH-69 to include shaded and buffered bicycle and pedestrian facilities. The funded condition will also provide shaded and buffered bicycle and pedestrian access along Almeda crossing IH-69, which will not be included in the unfunded condition. The improvements in the funded condition will improve traffic operations by retaining an existing minor arterial connection (at Cleburne) across IH-69 between Midtown and the Third Ward (including TSU and the University of Houston).

Bridges:

- Alabama Garden Bridge - The unfunded condition does not include buffered/shaded bicycle pedestrian facilities on this bridge. The funded condition will.
- Elgin Signature Bridge - The unfunded condition does not include buffered/shaded bicycle pedestrian facilities on this bridge. The funded condition will.
- McGowen Signature Bridge - The unfunded condition does not include buffered/shaded bicycle pedestrian facilities on this bridge. The funded condition will.
- Tuam Signature Bridge - The unfunded condition does not include buffered/shaded bicycle pedestrian facilities on this bridge. The funded condition will.

### Major Key Data Points

To measure the economic value of outcomes to be achieved by a project, several key data points are used throughout the analysis.

#### Annual Average Daily Traffic

Current and future vehicle daily volumes are obtained from the Texas Department of Transportation (TxDOT) Statewide Planning Map.<sup>1</sup>

**Table 4.** Average Daily Traffic Volume

Segment	2022	2047	CAGR
Cleburn Street	1,041	1,687	1.95%
Alameda Road	5,560	9,011	1.95%
Alabama Street	6,422	10,408	1.95%
Elgin Street	7,165	11,612	1.95%
Tuam Street	715	1,159	1.95%
McGowen Street	6,609	10,711	1.95%

#### Daily Vehicle Miles Traveled

Vehicle miles traveled are calculated by multiplying the daily AADT by the length of the project corridor.

**Table 5.** Average Daily Vehicle Miles Traveled (**Without** Modal Diversion)

Segment	Corridor Length Miles	2022	2047
Cleburn Street	0.1	104	169
Alameda Road	0.1	556	901
Alabama Street	0.1	642	1,041
Elgin Street	0.1	717	1,161
Tuam Street	0.1	72	116
McGowen Street	0.1	661	1,071

<sup>1</sup> TxDOT – Statewide Planning Map. Accessed on March 2024, from [https://www.txdot.gov/apps/statewide\\_mapping/StatewidePlanningMap.html](https://www.txdot.gov/apps/statewide_mapping/StatewidePlanningMap.html)

### Daily Vehicle Miles Traveled with Modal Diversion

The benefits of active transportation improvements of the Project are mostly derived from the new projected walking and cycling trips diverted from automobile usage. New daily induced trips are gathered from the Activity-Connectivity Explorer (ACE) Advance viewer interactive web app on H-GAC website. The induced daily trips are multiplied by the facility length (0.1 mi for each segment, 0.6 mi total and the average transit trip length; 5.67 Mi) to estimate the VMT reduction derived from modal diversion.

**Table 6.** Daily VMT Reduced by Modal Diversion

Mode	Daily Induced Demand 2028	Daily Induced Demand 2047	Daily VMT Reduced 2028	Daily VMT Reduced 2047
Pedestrian	1,387	474	832	284
Bike	346	41	207	25
Transit	1,494	1,609	8,472	9,123
Total	3,226	2,124	9,511	9,431

### Project Specific Monetized Benefits

The 2024 USDOT BCA guidance provides guidance on an array of benefits that can be monetized using parameters provided by the USDOT. Proceeding with the **Build** scenario will yield the following monetizable societal benefits; however, there are also associated disbenefits with the project, as explained below:

#### *Benefit 1: Remaining Useful Life of Asset*

The asset is expected to have a 50-year useful life. After 20 years of operation, 60% of its useful life will remain at the end of the planning horizon.

**Table 7.** Useful Life Monetized Benefits

Useful Life Calculation	No Build	Build
Construction Cost	\$0	\$25,341,050
(x) Remaining Life at End of Planning Horizon		60%
<i>Total in Real \$</i>	\$0	\$15,205,000
<b>Total Monetized Benefit Real \$</b>		<b>\$15,205,000</b>
<b>Total Monetized Benefit Discounted @ 3.1%</b>		<b>\$7,088,000</b>

*Benefit 2: Safety Improvements*

The analysis uses the average number of crashes by type over the last 5 years (2019-2023) from TxDOT Crash Record Information System (CRIS) database. The appropriate reduction factor was given by TxDOT based on the 2022 TxDOT Highway Safety Improvement Program (HSIP) work codes, and the damages avoided are quantified using USDOT parameters by injury type.<sup>2</sup> A crash can only be assigned to one work code. If multiple work codes are applicable to one crash, the work code with the highest crash reduction rate will be assigned to that crash. For the Project, crashes and corresponding injuries were assigned to codes listed in tables below.

**Table 8.** Roadway Related Crashes - Injury Data (5-Year Average)

Injury	First Harmful Event - Auto					
	2019	2020	2021	2022	2023	Average (No-Build)
Non-Injury	173	95	85	98	88	107.8
Possible Injury	17	19	12	20	28	19.2
Non-Incap. Injury	15	8	3	7	17	10
Serious Injury	1	2	1	1	0	1
Fatality	0	0	0	0	0	0
Unknown Injury	12	9	11	12	16	12

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<sup>2</sup> Texas Department of Transportation (2022). Highway Safety Improvement Manual. Retrieved August 2022 from <https://www.txdot.gov/inside-txdot/forms-publications/publications/highway-safety.html>

**Table 9. Roadway Countermeasure #1 - 304 Safety Lighting**

Injury	Roadway Countermeasure #1 - 304 Safety Lighting Reduction Factor: 49% Service Life: 15 Years						
	2019	2020	2021	2022	2023	Average (No-Build)	Average (Build)
Non-Injury	45	36	26	30	25	32.4	16.5
Possible Injury	5	6	3	8	2	4.8	2.4
Non-Incap. Injury	3	1	3	1	10	3.6	1.8
Serious Injury	0	0	0	0	0	0.0	0.0
Fatality	0	0	0	0	0	0.0	0.0
Unknown Injury	3	5	6	11	6	6.2	3.2

**Table 10. Pedestrian Related Crashes - Injury Data (5-Year Average)**

Injury	First Harmful Event – Pedestrian					
	2019	2020	2021	2022	2023	Average (No-Build)
Non-Injury	1	1	2	0	0	0.8
Possible Injury	1	0	2	0	0	0.6
Non-Incap. Injury	0	1	1	0	0	0.4
Serious Injury	0	0	0	0	0	0.0
Fatality	0	0	0	0	0	0.0
Unknown Injury	0	0	1	0	0	0.2

**Table 11.** Pedestrian Countermeasure #1 - (National CRF) Median Treatment for Ped/Bike Safety

Injury	Pedestrian Countermeasure #1 – (National CRF) Median Treatment for Ped/Bike Safety Reduction Factor: 14% Service Life: 20 Years						
	2019	2020	2021	2022	2023	Average (No-Build)	Average (Build)
Non-Injury	1	1	2	0	0	0.8	0.7
Possible Injury	1	0	2	0	0	0.6	0.5
Non-Incap. Injury	0	1	1	0	0	0.4	0.3
Serious Injury	0	0	0	0	0	0.0	0.0
Fatality	0	0	0	0	0	0.0	0.0
Unknown Injury	0	0	1	0	0	0.2	0.2

**Table 12.** Bicycle Related Crashes - Injury Data (5-Year Average)

Injury	First Harmful Event – Bicycle					
	2019	2020	2021	2022	2023	Average (No-Build)
Non-Injury	0	0	0	0	0	0.0
Possible Injury	0	0	0	0	0	0.0
Non-Incap. Injury	0	0	0	0	0	0.0
Serious Injury	0	0	0	1	0	0.2
Fatality	0	0	0	0	0	0.0
Unknown Injury	0	0	0	1	0	0.2

**Table 13.** Bicycle Countermeasure #1 – (National CRF) Installation of a cycle track with a median 2 meters away from a roadway

Injury	Bicycle Countermeasure #1 - (National CRF) Installation of a cycle track with a median 2 meters away from a roadway Reduction Factor: 45% Service Life: 20 Years						
	2019	2020	2021	2022	2023	Average (No-Build)	Average (Build)
Non-Injury	0	0	0	0	0	0.0	0.0
Possible Injury	0	0	0	0	0	0.0	0.0
Non-Incap. Injury	0	0	0	0	0	0.0	0.0
Serious Injury	0	0	0	1	0	0.2	0.1
Fatality	0	0	0	0	0	0.0	0.0
Unknown Injury	0	0	0	1	0	0.2	0.1

**Table 14. Safety - Auto Monetized Benefits**

<b>Safety - Auto Monetized Benefits</b>	<b>No Build</b>	<b>Build</b>
Crash Reduction Factor for Countermeasure #1 - 304 Safety Lighting	\$43,334,400	\$22,100,550
<i>Total in Real \$</i>	<i>\$43,334,400</i>	<i>\$22,100,550</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$21,234,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$14,402,000</b>	

**Table 15. Safety – Pedestrian Monetized Benefits**

<b>Safety – Pedestrian Monetized Benefits</b>	<b>No Build</b>	<b>Build</b>
Countermeasure #1 - Median Treatment for Ped/Bike Safety	\$4,161,200	\$3,578,600
<i>Total in Real \$</i>	<i>\$4,161,200</i>	<i>\$3,578,600</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$583,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$369,000</b>	

**Table 16. Bicycle – Pedestrian Monetized Benefits**

<b>Safety – Bicycle Monetized Benefits</b>	<b>No Build</b>	<b>Build</b>
Countermeasure #1 - Median Treatment for Ped/Bike Safety	\$5,623,200	\$3,092,760
<i>Total in Real \$</i>	<i>\$5,623,200</i>	<i>\$3,092,760</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$2,530,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$1,601,000</b>	

**Table 17. Safety – Total Benefits**

<b>Safety – Total Benefits</b>	<b>No Build</b>	<b>Build</b>
Auto	\$43,334,400	\$22,100,550
Pedestrian	\$4,161,200	\$3,578,600
Bicycle	\$5,623,200	\$3,092,760
<i>Total in Real \$</i>	<i>\$53,118,800</i>	<i>\$28,771,910</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$24,347,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$16,372,000</b>	

*Benefit 3: Emissions*

The Project will install new sidewalks that can accommodate both pedestrians and bicyclists, these amenities will result in modal shift with a reduction in overall VMT.

H-GAC models NOx using the following emissions factor:

- Nitrogen Oxides (NOx): 0.19 grams (g) per VMT

United Environmental Protection Agency (EPA) uses the following emissions factor for CO<sub>2</sub>:<sup>3</sup>

- Carbon Dioxide (CO<sub>2</sub>): 0.0089 metric tons per gallon of gasoline used.

NOx and CO<sub>2</sub> have measurable societal economic impacts on the economy. The 2023 USDOT BCA Guide provides recommended monetized values of damage costs for NOx and CO<sub>2</sub> emissions per metric ton by year between 2022 and 2050. These values are used to calculate the Project’s benefit derived from the reduction of harmful air pollutants.

**Table 18.** Emission Benefits

<b>Emission Calculation</b>	<b>No Build</b>	<b>Build</b>
Nitrogen Oxides (NO <sub>x</sub> )	\$83,400	\$73,600
Carbon Dioxide (CO <sub>2</sub> )	\$1,287,450	\$1,057,900
<i>Total in Real \$</i>	<i>\$1,370,850</i>	<i>\$1,131,500</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$239,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$152,000</b>	

*Benefit 4: Facility Improvements*

Improvements to pedestrian, cycling, transit facilities, and transit vehicles often provide amenities that can improve the quality and comfort of journeys made by active transportation (e.g., cyclists and pedestrians) and public transportation users. The improvements will not only benefit the existing users, but also encourage more people walking, biking, and using public transit. The methodology used to estimate new active or public transportation demand is explained in the Major Key Data Points section on page 3. The 2024 USDOT BCA Guidance provides recommended monetized values for facility improvement benefits based on research on system users’ preferences.

<b>Sidewalk Expansion Benefit = \$0.11 * Added Width (foot) * (½ New Walking Trips) * Trip Length</b>
Trip Length = Proposed Length of Expanded Sidewalk or 0.86 Miles (whichever is smaller)

<b>Cycling Facility Improvement Benefit = Value per Cycling Mile * (½ New Cycling Trips) * Trip Length</b>
Trip Length = Proposed Cycling Facility Length or 2.38 Miles (whichever is smaller)

3 Environmental Protection Agency. (n.d.). EPA. Retrieved April 2024, from <https://www.epa.gov/energy/greenhouse-gases-equivalencies-calculator-calculations-and-references>

**Table 19.** Facility Improvements Benefits

<b>Facility Improvements Calculation</b>	<b>No Build</b>	<b>Build</b>
Pedestrian Facility	\$0	\$1,604,000
Bike Facility	\$0	\$1,915,000
<i>Total in Real \$</i>	<i>\$0</i>	<i>\$3,519,000</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$3,519,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$2,194,000</b>	

*Benefit 5: Mortality Reduction*

To monetize the reduction in mortality risks associated with increased walking, the 2023 USDOT BCA Guide recommends \$7.20 (\$2021) per induced walking trip. This is based on the following factors: an assumed average walking speed of 3.2 miles per hour, an assumed average age of the relevant age range (20-74 years) of 45, a corresponding baseline mortality risk of 267.1 per 100,000, an annual risk reduction of 8.6 percent per daily mile walked, and an average walking trip distance of 0.86 miles. This monetized value can only be applied to trips induced from non-active transportation modes within the relevant age range. A general assumption of 68% of overall induced trips falling into the walking age range (20-74 years), assuming a distribution matching the national average, is applied in the absence of more localized data on the proportion of the expected users falling into the age range.

$$\text{Mortality Reduction Benefits} = \text{Number of New Walking Trips Induced from Non-Active Transportation Modes} * 68\% * \$7.20$$

The 2023 USDOT BCA Guide recommends \$6.42 (\$2021) per induced cycling trip to monetize reduced mortality risks associated with increased cycling. It is based on an assumed average cycling speed of 9.8 miles per hour, an assumed average age of the relevant age range (20-64 years) of 42, a corresponding baseline mortality risk of 217.9 per 100,000, an annual risk reduction of 4.3 percent per daily mile cycled, and an average cycling trip distance of 2.38 miles. This monetization value can only be applied to trips induced from non-active transportation modes within the relevant age ranges. A general assumption of 59% of overall induced trips falling into the cycling age range (20-64 years), assuming a distribution matching the national average, is applied in the absence of more localized data on the proportion of the expected users falling into the age range.

$$\text{Mortality Reduction Benefits} = \text{Number of New Cycling Trips Induced from Non-Active Transportation Modes} * 59\% * \$6.42$$

**Table 20.** Mortality Reduction Monetized Benefits

<b>Mortality Reduction Calculation</b>	<b>No Build</b>	<b>Build</b>
Pedestrian Facility	\$0	\$131,000
Bike Facility	\$0	\$8,314,000
<i>Total in Real \$</i>	<i>\$0</i>	<i>\$8,445,000</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$8,445,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$5,265,000</b>	

*Benefit 6: Other Externalities*

The 2023 USDOT BCA Guide provides recommended monetized values for external highway use costs. The recommended costs per vehicle mile traveled including all kinds of vehicles in urban locations are \$0.144 for congestion and \$0.0048 for noise.

<b>Other Externalities Reduction = VMT * (\$0.144+\$0.0048)</b>
VMT = Vehicle Miles Traveled Reduced because of Modal Diversion

**Table 21.** Other Externalities Monetized Benefits

<b>Other Externalities Calculation</b>	<b>No Build</b>	<b>Build</b>
Congestion Externality	\$425,800	\$610,950
Noise Externality	\$14,100	\$20,250
<i>Total in Real \$</i>	<i>\$439,900</i>	<i>\$631,200</i>
<b>Total Monetized Benefit Real \$</b>	<b>\$191,000</b>	
<b>Total Monetized Benefit Discounted @ 3.1%</b>	<b>\$125,000</b>	

## Summary of Benefits and Costs

The table below summarizes the Project benefits detailed above.

**Table 22.** Project Benefits Summary

Benefit #	Benefit Name	Current Status/Baseline and Problem to be Addressed	Change to Baseline or Alternatives	Types of Impacts	\$2022 Monetized Value	\$2022 Real Dollars 3.1% Discount Rate
1	Remaining Useful Life of Asset	The current asset has 0% remaining useful life	Replace infrastructure within public right-of-way	Extend useful life	\$15,205,000	\$7,088,000
2	Safety Benefits	Outdated design, disproportionally higher crash rates	Safety improvement resulting in reduction in traffic crashes	Reduced crashes resulting in reduced fatalities and injuries	\$24,347,000	\$16,372,000
3	Facility Improvements	The current facilities are not conducive for active transportation or using transit	Improvements to the current facilities will improve the quality or comfort of journeys	Improved comfort for active transportation and public transportation users	\$3,519,000	\$2,194,000
4	Mortality Reduction Benefits	Roadway is not conducive for active transportation.	New and improved active transportation facilities will encourage more walking and cycling	Reduced mortality risks associated with increased walking and cycling	\$8,445,000	\$5,265,000
5	Emissions Reduction	The current facilities are not conducive for active transportation or using transit	Improvements to the existing facilities will induce demand for walking, cycling, and taking transit	Reduced emission derived from modal shift from driving personal vehicles to walking, biking, and taking transit	\$239,000	\$152,000
6	Congestion Externalities Reduction	Roadway is not conducive for active transportation.	New and improved facilities will encourage more walking and cycling	Reduced congestion externalities	\$191,000	\$125,000
<b>Totals</b>					<b>\$51,946,000</b>	<b>\$31,195,000</b>