

MOVING AMERICA FORWARD

## Preparing a Benefit-Cost Analysis

Darren Timothy, Chief Economist Department of Transportation



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# Today's presenters:

Darren Timothy, Chief Economist, Department of Transportation (DOT) Jordan Riesenberg, Economist, Office of the Secretary of Transportation (OST) Michael Johnson, Industry Economist, Federal Railroad Administration (FRA)



#### Calendar of Upcoming FRA Publications



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## BCA and FRA Grant Programs

Programs	Purpose	Funds Available in FY22	Upcoming Key Milestones	BCA Required?
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#### What is a BCA?

Benefit-cost analysis (BCA) is a systematic process for identifying, quantifying, and comparing expected economic benefits and costs of a proposed infrastructure project.



#### Why do we do a BCA?

- Provides a useful benchmark from which to evaluate and compare potential transportation investments
- Adds a degree of rigor to the project evaluation process





#### What do I need to do a BCA?

- Clear understanding of the problem the project is intended to solve (baseline conditions) and how the project addresses the problem (measures of effectiveness).
- Well-defined project scope and cost estimate.
- Monetization factors for key project benefits.



#### What do I need to do a BCA?

- Sources of information may include:
  - Project planning and engineering documents.
  - Industry technical references and analytical tools.
  - $\circ$  DOT BCA Guidance.



#### **USDOT BCA Review**

USDOT economists will review the applicant's BCA:

- Examine key assumptions
- $\circ$  Correct for any technical errors
- Perform sensitivity analysis on key inputs
- Consider any unquantified benefits



#### **USDOT BCA Guidance**

- Covers all USDOT discretionary grant programs
- Updated March 2022
- Available at

https://www.transportation.gov/office -policy/transportation-policy/benefitcost-analysis-guidance-discretionarygrant-programs-0



New and updated monetization values.

#### Additional guidance and new examples on:

- Valuing pedestrian, cycling, and transit infrastructure improvements
- Valuing the benefits of improved health from active transportation and reduced crowding on transit

# Additional guidance on benefits from reduction in stormwater runoff and wildlife impacts.



#### Transparent & Reproducible Analysis

BCAs should provide enough information for a reviewer to follow the logic and reproduce the results.

- Spreadsheet or database files showing the calculations.
- Technical memos describing the analysis and documenting sources of information used (assumptions and inputs).
- Present annual benefit and cost streams by type (not just summary output).



Should measure costs and benefits of a proposed project against a baseline alternative ("base" or "no build"):

- "Do's"
  - Factor in any projected changes (e.g., increased freight or passenger volumes) that would occur even in the absence of the requested project.
  - Factor in ongoing routine maintenance.
  - Consider the full long-term impacts of the no build (e.g. facility closure, weight restrictions).
  - Explain and provide support for the chosen baseline.
- "Don't's"
  - Assume that the same (or similar) improvement will be implemented later.
  - Use unrealistic assumptions about alternative traffic flows.



#### **Demand Forecasts**

- Most benefit estimates depend on ridership or usage estimates.
- Provide supporting info on forecasts.
  - Geographic scope, assumptions, data sources, methodology.
- Provide forecasts for intermediate years.
  - Or at least interpolate; don't apply forecast year impacts to interim years.
- Exercise caution about long-term growth assumptions.
  - Consider underlying capacity limits of the facility.



#### **Analysis Period**

- Should cover both initial development and construction and a subsequent operational period.
- Generally tied to the expected service life of the improvement or asset.
  - Such as the number of years until you would anticipate having to take the same action again.
  - $\circ$   $\;$  Lesser improvements should have shorter service lives.
  - Recommend 20 years maximum for capacity expansion or other operational improvements.
- Avoid excessively long analysis periods (more than 30 years of operations).
  - Use residual value to cover out-years of remaining service life for long-lived improvements.



#### Inflation and Discounting

#### • Inflation Adjustments:

- Recommend using a 2020 base year for all cost and benefit data.
- Index values for the GDP Deflator included in the BCA Guidance.

#### • Discounting:

- Use a 7 percent discount rate for all benefits and costs (except CO2).
- Recommend using a 2020 base year for discounting.



#### Scope of the Analysis

- Project scope included in estimated costs and benefits must match.
  - Don't claim benefits from an entire project. Only count costs from the grantfunded portion.
- Scope should cover a project that has independent utility.
  - May need to incorporate costs for related investments necessary to achieve the projected benefits.
- Project elements with independent utility should be individually evaluated in the BCA.
  - BCA evaluation will cover both independent elements and the submitted project as a whole.



#### Benefits

- Should be presented on an annual basis
  - Don't assume constant annual benefits without a good reason to do so.
- Negative outcomes should be counted as "disbenefits."
  - E.g., work zone impacts.
- Avoid double-counting benefits.



## Safety Benefits

- Typically associated with reducing fatalities, injuries, and property damage.
- Projected improvements in safety outcomes should be explained and documented.
  - Justify assumptions about expected reductions in crashes, injuries, and/or fatalities (and document any CMF used).
  - $\circ$   $\,$  Show clear linkage between project and improved outcomes.
  - Use facility-specific data history for baseline where possible.
- Crash-related injury and fatality data may be available in different forms.
  - KABCO injury scales.
  - Fatal/Injury crashes vs. fatalities/injuries.
  - BCA Guidance provides values covering all of these.



#### **Travel Time Savings**

- Recommended values found in BCA Guidance.
  - See footnotes for discussion of non-vehicle time, long-distance travel, business travel.
- Consider vehicle occupancy where appropriate.
  - Local/facility-specific values preferred.
  - National-level values provided in BCA Guidance.
- If valuing travel time reliability:
  - Carefully document methodology and tools used.
  - Show how valuation parameters are distinct from general travel time savings.







#### **Operating Cost Savings**

- Avoid double counting operating savings and other impacts.
  - E.g., truck travel time savings, fuel consumption reductions.
- Localized, specific data preferred.
  - Standard per-mile values for light duty vehicles and commercial trucks provided in DOT BCA Guidance.



#### **Emissions Reduction Benefits**

- For infrastructure improvements, emissions reductions will typically be a function of reduced fuel consumption.
- Recommended year by year unit values for CO<sub>2</sub>, SO<sub>x</sub>, NO<sub>x</sub>, and PM<sub>2.5</sub> found in BCA guidance.

• Be careful about the measurement units being applied.

 Reductions in CO<sub>2</sub> emissions should be discounted at 3 percent, while all others should be discounted at 7 percent.



#### **Amenity Benefits**

- Pedestrian, cycling, and transit facility/vehicle improvements can improve the quality or comfort of journeys.
- Recommended values for different types of improvements found in BCA Guidance.
  - Pay attention to whether value is on a "per-trip" or "per-person-mile" basis.
- Carefully document baseline amenities, as well as specifically how the proposed project will add any amenity benefit category being claimed.



#### Health Benefits

- Trips diverted to active transportation (walking and cycling) from other modes may yield health benefits to users.
- Recommended monetization values, on a per trip basis, are found in the BCA Guidance.
- Absent local data on existing mode share and estimates age profiles of users, applicants may apply national averages included in the BCA Guidance.





#### Benefits to Existing and Additional Users

- Primary benefits typically experienced directly by users of the improved facility.
- Includes both "existing" users (under baseline) and "additional" users attracted to the facility as a result of the improvement.
  - Standard practice in BCA would value benefits to additional users less than those for existing users (see BCA guidance).



#### Projected magnitude.

- Should be based on careful analysis of the market and potential for diversion from other modes that might be attributable to the project.
- Benefits estimates should not be based on comparing user costs of "old" and "new" mode.
  - Would be reflected in benefits to additional users.
- Reductions in external costs would be relevant.
  - E.g., emissions costs, pavement damage.
  - Values for noise and congestion costs included in the BCA Guidance.

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#### **Other Benefits**

- Agglomeration Economies.
- Noise, Stormwater Runoff, and Wildlife Impact Reduction.
- Emergency Response.
- State of Good Repair.
- Resilience.
  - $\circ$   $\,$  Consider expected frequency of events and their consequences.
- Property Value Increases.
  - Is a measure rather than a benefit—avoid double-counting.



### **Unquantified Benefits**

- Should quantify magnitudes/timing of the impacts wherever possible.
- Should clearly link specific project outcomes to any claimed unquantified benefits.



### Capital Costs

#### • Include all costs of implementing the project:

- E.g., design, ROW acquisition, construction.
- $\circ$  Regardless of funding source.
- Include previously incurred costs.
- Three forms of capital costs:
  - Nominal dollars (project budget).
  - Real dollars (base year).
  - $\circ$   $\,$  Discounted Real dollars (use in the BCA).





#### Maintenance Costs

#### • Net maintenance costs may be positive or negative:

- New facilities would incur ongoing maintenance costs over the life of the project.
- Rehabilitated/reconstructed facilities may result in net savings in maintenance costs between the build/no-build.



#### **Residual Value**

- For assets with remaining service life at the end of the analysis period, may calculate a "residual value" for the project.
  - Recall that service life does not necessarily match the physical life of the asset.
- Simple approach: assume linear depreciation.
- Be sure to properly apply discounting.



#### **Comparing Benefits to Costs**

- Net Present Value (Benefits Costs).
- Benefit-Cost Ratio (Benefits / Costs).
  - Denominator should only include capital costs (i.e., net maintenance costs and residual value should be in the numerator).





## Other Types of Economic Analysis

#### • Examples:

- Economic Impact Analysis.
- Financial Impacts.
- Distributional Effects.

#### • Issues:

- $\circ$  Use different approaches and answer different questions than does BCA.
- Do not represent additional benefits to include in BCA.



## Hypothetical BCA Example #1

Proposed Project: Improve track class and state of good repair on two miles of track and grade-separate one highway-rail atgrade crossing. Project Cost: \$50.0 million

#### 2022

AADT: 1,000 Cars Delayed per Day Avg. Delay: Two minutes Source: Observed at Crossing

Average Annual Fatalities: Seven Fatalities in Previous 10 Years Source: FRA Crossing Inventory





## Hypothetical BCA Example #1








Build Scenario: Track class and state of good repair improved; grade-separation completed.



### Approach

- We want to compare the state of the world with and without the proposed project improvement.
  - No-Build Scenario: Current track and grade crossing remains as is and regular planned maintenance continues.
  - Build Scenario: Track class and state of good repair improved; gradeseparation completed.
- Two expected major benefit categories in this case would be travel time savings and safety benefits from the grade-separation component.
- There are more potential benefits of this project, to be discussed later.























• For simplicity, let's assume no heavy trucks and no traffic growth:



= \$361,666 Per Year



• Assume the grade separation project mitigates all future fatalities at the crossing:

Annual Safety		Average		Value of
Benefits*	=	Annual	х	Statistical
		Fatalities		Life



 Assume the grade separation project mitigates all future fatalities at the crossing:





 Assume the grade separation project mitigates all future fatalities at the crossing:



• Assume the grade separation project mitigates all future fatalities at the crossing:

Annual Safety		Average		Value of
Benefits*	=	Annual	Х	Statistical
		Fatalities		Life
Annual Safety Benefits*	=	7 Fatalities 10 Years	X	\$11,600,000

= \$8,120,000 Per Year



• Assume construction in 2022, 10 years of project operations and no change in net maintenance costs between the scenarios:

Year	Capital Cost	Discounted Costs	Safety Benefits	Vehicle Travel Time Savings	Discounted Benefits
2022	\$50,000,000		\$0	\$0	
2023	\$0		\$8,120,000	\$361,666	
2024	\$0		\$8,120,000	\$361,666	
2025	\$0		\$8,120,000	\$361,666	
2026	\$0		\$8,120,000	\$361,666	
2027	\$0		\$8,120,000	\$361,666	
2028	\$0		\$8,120,000	\$361,666	
2029	\$0		\$8,120,000	\$361,666	
2030	\$0		\$8,120,000	\$361,666	
2031	\$0		\$8,120,000	\$361,666	
2032	\$0		\$8,120,000	\$361,666	



• Next, we discount costs and benefits using a 7 percent discount rate:

Discounted Value = Future Year Value / (1+Discount Rate)^(Future Year - Base Discounting Year)

Year	Capital Cost	Discounted Costs	Safety Benefits	Vehicle Travel Time Savings	Discounted Benefits
2022	\$50,000,000	\$43,671,936	\$0	\$0	\$0
		\$0 \$0	\$8,120,000	\$361,666	\$6,923,566
\$50,000,0	2022- (1+0.07)^ ا	\$0	£0.420.000		170,623
2025	\$0	\$0	(8,120,000+361,6	666) / (1+0.07)^(2023	-2020) 47,311
2026	\$0	\$0	\$8,120,000	\$361,666	\$5,651,692
2027	\$0	\$0	\$8,120,000	\$361,666	\$5,281,956
2028	\$0	\$0	\$8,120,000	\$361,666	\$4,936,407
2029	\$0	\$0	\$8,120,000	\$361,666	\$4,613,465
2030	\$0	\$0	\$8,120,000	\$361,666	\$4,311,649
2031	\$0	\$0	\$8,120,000	\$361,666	\$4,029,579
2032	\$0	\$0	\$8,120,000	\$361,666	\$3,765,961

#### (8,120,000+361,666) / (1+0.07)^(2032-2020)



• Next, we sum the discounted benefits and costs to get total discounted benefits and total discounted costs:

Year	Capital Cost	Discounted Costs	Safety Benefits	Vehicle Travel Time Savings	Discounted Benefits
2022	\$50,000,000	\$43,671,936	\$0	\$0	\$0
2023	\$0	\$0	\$8,120,000	\$361,666	\$6,923,566
2024	\$0	\$0	\$8,120,000	\$361,666	\$6,470,623
2025	\$0	\$0	\$8,120,000	\$361,666	\$6,047,311
2026	\$0	\$0	\$8,120,000	\$361,666	\$5,651,692
2027	\$0	\$0	\$8,120,000	\$361,666	\$5,281,956
2028	\$0	\$0	\$8,120,000	\$361,666	\$4,936,407
2029	\$0	\$0	\$8,120,000	\$361,666	\$4,613,465
2030	\$0	\$0	\$8,120,000	\$361,666	\$4,311,649
2031	\$0	\$0	\$8,120,000	\$361,666	\$4,029,579
2032	\$0	\$0	\$8,120,000	\$361,666	\$3,765,961
TOTAL		\$43,671,936			\$52,032,208



### Results – The NPV and BCR

 Lastly, we calculate the project's net present value (NPV) and benefit-cost ratio (BCR).

Net Present Value (NPV)	=	Total Discounted Benefits	-	Total Discounted Costs
	=	\$52,032,208	-	\$43,671,936
	=	\$8,360,272		
Benefit-Cost Ratio (BCR)	=	Total Discour Total Disco	nted unte	Benefits ed Costs
	=	\$52,032,208 \$43,671,936		
	=	1.2		



### Other potential benefits such a project might have:

- Net maintenance cost savings from improved state of good repair.
  - Though these may be partially or fully offset by new maintenance costs for the new crossing.
- Reduced risk of derailment from improved state of good repair.
- Reduced emergency response delays.
- Reduced freight rail operating costs if track class upgrade allows for faster train movements or heavier trains .
  - Same freight movements with fewer train-car miles or fewer crew-hours.
  - Remember to cite sources and document assumptions such as crew per train and cost-per hour.

### This is not meant to be an exhaustive list.





Proposed Project: Improve existing rail station by adding second track, level boarding, seating, and platform weather protection.

#### **2022** Average Daily Station Users: 1,000 Passengers

### Approach

- We want to compare the state of the world with and without the proposed project improvement:
  - No-Build Scenario: Current track configuration remains, no station seating, no level boarding, and no platform weather protection.
  - Build Scenario: The rail station is expanded to two tracks, and level boarding, seating, and platform weather protection are added.
- Amenity benefits are the major expected benefit of this project.
- There could also be operation improvements for train traffic, to be discussed later.



- The project contains the following major amenity additions distinct from the nobuild scenario:
  - Step-free Access to Train: \$0.07 per Station User
  - Platform Seating Availability: \$0.12 per Station User
  - Platform Weather Protection: \$0.12 per Station User
  - Total: \$0.31 per Station User



 Be sure to document that the claimed build-scenario amenities are not available under the no-build scenario.

















• Calculations for the claimed amenity addition benefits would be as follows:

Annual Amenity Benefits*	=	Benefit per Station User	x	Daily Station Users	Х	Annualization Factor
Annual Amenity Benefits*	=	\$0.31	x	1,000	x	365

= \$113,150 Per Year



• We would then put this annual value into the table and apply discounting just like in the previous example:

Year	Capital Cost	Discounted Costs	Station Amenity Benefits	Discounted Benefits
2022	\$x,xxx,xxx		\$0	\$0
2023	\$0		\$113,150	\$92,364
2024	\$0		\$113,150	\$86,322
2025	\$0		\$113,150	\$80,674
2026	\$0		\$113,150	\$75,397
2027	\$0		\$113,150	\$70,464
2028	\$0		\$113,150	\$65,854
2029	\$0		\$113,150	\$61,546
2030	\$0		\$113,150	\$57,520
2031	\$0		 \$113,150	\$53,757
2032	\$0		\$113,150	\$50,240

#### 113,150 / (1+0.07)^(2032-2020)



Additionally, the second track and platform component of the project may improve operations for freight and passenger trains:

- Freight trains can now pass while one passenger train stops at the station
  - Freight train operating and crew-cost savings.
- Fewer delays to passenger trains if they arrive at the same time, as both can stop at the station simultaneously.
  - Passenger train operating and crew-cost savings.
  - Travel time savings for passengers on trains.
  - Refer to BCA Guidance Appendix A for local (e.g., commuter rail) and longdistance (e.g., Amtrak) values of travel time.
- Remember to document assumptions and sources for crew per train and cost per train-hour or crew-hour.





passengers and freight services

### Approach

- We want to compare the state of the world with and without the proposed project improvement:
  - No-Build Scenario: Freight trains and passenger trains share two tracks, leading to significant delays and slowdowns.
  - Build Scenario: Passenger trains use two dedicated tracks, while freight trains use two other dedicated tracks, minimizing delays and conflicts between the two.
- Two expected major benefit categories in this case would be travel time savings for train passengers and operating cost savings for freight and passenger railroads.



- Carefully document baseline delay data:
  - How often are trains delayed?
  - How long are the delays on average?
  - How many passengers are on delayed trains, on average?
- Carefully analyze what proportion of these delays would be mitigated by the proposed project improvements:
  - Not all types of delays will likely be mitigated.
  - Carefully explain assumptions used.

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### • Travel time savings for train passengers:

- See BCA Guidance Appendix A for values to monetize travel time savings for local (e.g., commuter rail), long-distance (e.g. Amtrak), and high-speed rail (e.g. +125 mph).
- Operating cost savings for freight and passenger railroads:
  - Sources may include financial documents or other information from the railroads.
  - Carefully document sources and assumptions used.



- Projects that improve the speed or reliability of train movements may also create induced demand and modal shift to rail:
  - Remember to apply the rule-of-half to benefits to any users induced to the mode being improved, see the BCA Guidance for details and examples.
- To the extent there are reductions in externalities due to modal shift, they should be quantified and monetized:
  - Examples include emissions, congestion, noise, and the portion of pavement damage not covered by fuel taxes paid.
  - Be mindful of rural versus urban values for noise and congestion reduction.
  - See the BCA Guidance Appendix A for monetization values.



### **Avoiding Common Mistakes**

- Make sure inputs and assumptions in the BCA are sourced and documented.
- Make sure the submitted BCA and claimed benefits match the project being proposed for grant funding.
- Show individual utility of different separable project components.
- Provide an unlocked BCA spreadsheet (rather than a PDF of a spreadsheet).




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U.S. Department of Transportation Federal Railroad Administration
## Contact Us

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