

1 **Finding Support for “Green” Transportation Taxes: Should We Look for**  
2 **Supportive Places or Supportive People? (#18-01976)**

3  
4  
5 **Manish Shirgaokar\***

6 Assistant Professor

7 Urban and Regional Planning Program

8 Department of Earth & Atmospheric Sciences

9 1-26 Earth Sciences Building, University of Alberta, Edmonton, AB, Canada T6G 2E3

10 Phone: 780-492-2802

11 E-mail: [shirgaokar@ualberta.ca](mailto:shirgaokar@ualberta.ca)

12 ORCID: 0000-0001-6458-1885

13  
14 **Asha Weinstein Agrawal**

15 Director

16 Mineta Transportation Institute’s National Transportation Finance Center

17 San José State University,

18 San Jose, California

19 Phone: 408-924-5853

20 E-mail: [asha.weinstein.agrawal@sjsu.edu](mailto:asha.weinstein.agrawal@sjsu.edu)

21 ORCID: 0000-0003-2328-0263

22  
23 **Hilary Nixon**

24 Professor

25 Department of Urban & Regional Planning

26 Mineta Transportation Institute

27 San José State University,

28 San Jose, California

29 Phone: 408-924-5852

30 E-mail: [hilary.nixon@sjsu.edu](mailto:hilary.nixon@sjsu.edu)

31 ORCID: 0000-0001-5378-3473

32  
33 Word count: 5,760 words text + 4 tables/figures x 250 words (each) = 6,760 words

34  
35 Submission Date: 08/01/2017

36

37 **ABSTRACT**

38

39 The urban-rural divide is a common trope in social and political discourse in the United States.  
40 Policy makers and voters are influenced by this dichotomy and by the common assumption that  
41 populations in these geographies think differently about taxation and public spending. We  
42 examine this assumption using a representative dataset from a nationwide random phone survey  
43 containing opinions on transportation taxation from 2010 to 2016. This analysis compares  
44 respondents from cities, small towns, and rural locations along socio-economic and  
45 transportation-related personal characteristics. Initial exploratory analysis suggests that people  
46 from cities are indeed different than those from small towns and rural locations, while people  
47 from small towns and rural locations are less dissimilar. City dwellers are slightly more  
48 supportive of green transportation taxes than those from smaller towns and rural geographies. In  
49 advanced evaluations, however, mixed-effects logistic specifications that control for spatial and  
50 temporal variation and specific differences in socio-economics and transportation factors reveal  
51 that it may not matter as much where you live as who you are. The analysis shows that no matter  
52 where you live, you are likely to support transportation taxes if you are younger, female,  
53 Hispanic, and identify as a Democrat.

54

55 *Keywords:* cities; gasoline tax; mileage tax; public opinion; rural; small towns

56

57 *Dear readers, please begin our article by considering this quiz:*

58

59 *Two TRB Annual Meeting 2018 attendees are eating lunch together in a crowded*  
 60 *cafeteria at the Washington D.C. Convention Center. One is a city councilmember from*  
 61 *Tiny Town and the other a councilmember from Big City. Both councilmembers are*  
 62 *considering whether their constituents would support a new transportation tax with*  
 63 *revenues dedicated to making the transportation system more environmentally friendly.*  
 64 *Both councilmembers also happen to represent communities with roughly similar socio-*  
 65 *demographic characteristics. Which councilmember is likely to have a larger proportion*  
 66 *of constituents who support the new tax concept?*

67 *(a) Tiny Town*

68 *(b) Big City*

69 *(c) Neither – both councilmembers will have similar proportions of supportive*  
 70 *constituents*

71

## 72 **1. INTRODUCTION**

73

74 The transportation sector is a major generator of both greenhouse gases and air pollutants. Policy  
 75 and planning tools can reduce these impacts in many ways, through so-called “green” policies  
 76 that encourage drivers to choose more sustainable fuels, more sustainable modes or to reduce  
 77 vehicle miles driven. Starting in the 1970s, the federal and state governments in the United States  
 78 took the lead in adopting measures to promote greener travel, but in recent years regional and  
 79 local governments are increasingly active in green transportation policies, whether by  
 80 introducing complete streets, improving transit service, or buying gross polluting older vehicles  
 81 and removing them from the vehicle fleet. If regions and smaller communities are to have a  
 82 major impact addressing the environmental impacts of transportation, however, a broadening  
 83 spectrum of communities need to more actively pursue such policies. And in order for broader  
 84 local adoption of green transportation policies, elected officials need to feel confident that they  
 85 can identify appropriate policies that the electorate will support (or at least tolerate).

86 This paper explores that broader subject from the angle of public support for “green”  
 87 transportation taxes or fees, ones designed to improve environmental quality at the same time as  
 88 raising essential transportation revenues. A handful of other studies have explored public support  
 89 for green transportation taxes and fees at a state or national level, but not tried to pinpoint lessons  
 90 useful for local government officials interested in green transportation taxes. In this paper, we  
 91 look specifically at the question of how support for green taxes may be linked to the type of  
 92 community, comparing urban areas, small towns, and rural communities. In particular, we  
 93 address two research questions:

94

95 • Question #1: Does support vary by *place*? In other words, does support correlate with  
 96 geography as indicated by community type (cities, small towns, and rural areas)?

97

98 • Question #2A: If yes, does support come from the *place* or the *people*? In other words, if  
 99 support varies by community type, is this variation caused more by factors related to the  
 100 community type (geography) or by the personal characteristics of the people who live  
 101 there, measured in terms of socio-demographic and transportation factors?

102

- 103 • Question #2B: If *people*, which personal characteristics are correlated with support for  
104 green transportation taxes?

105

106 We answer these questions using data from seven years of an annual random-digit-dial survey of  
107 Americans that asks if they would support or oppose raising various transportation taxes. The  
108 survey asks respondents their opinions about raising federal taxes rather than local ones, but we  
109 believe the data set is reasonable to use for this study on the assumption that opinions *between*  
110 *groups*, whether categorized by place or personal characteristics, will be similar for national and  
111 local green transportation taxes. To answer the research questions, we use simple descriptive  
112 statistics and statistical tests to check for significant differences by community type, as well as  
113 use mixed-effect modeling.

114

115 The following paper sections are organized as follows. Section 2 reviews relevant  
116 literature, Section 3 describes the survey data used in the analysis, Section 4 presents findings  
117 that answer Question 1, Section 5 presents findings that answer Questions 2a and 2b, and Section  
118 6 concludes the paper with a summary of findings, policy implications, study limitations, and  
119 suggestions for future research.

119

## 120 2. LITERATURE REVIEW

121

122 Only a few relevant studies explore whether linking a transportation tax to a green objective  
123 raises support compared to a non-green version, but these all find that the green versions are  
124 indeed more popular. A 2010 study of Californians by Agrawal, Nixon, and Dill (1), two studies  
125 by Austin and Callow in 2012 and 2013 (3, 2), and a 2010 - 2017 annual series of US-wide polls  
126 by Agrawal and Nixon have all asked about support for green versions of gas taxes and mileage  
127 fees (3).

128

129 Because research on public support for “green” transportation taxes is limited, one must  
130 primarily look to related literature on transportation taxes in general for insight. In general,  
131 demographic characteristics tended to be poor predictors of support for green taxes compared  
132 with attitudinal variables. Agrawal, Nixon, and Dill (1) found that overall support for green  
133 versions of a gas tax or mileage fee was higher than for non-green versions, while multi-variate  
134 analyses demonstrated that pro-environment and pro-government attitudes were strong predictors  
135 of support. Similarly, in (2), survey respondents who exhibited high levels of environmental  
136 concern were more supportive of green transportation tax alternatives while demographic  
137 variables, other than gender, were insignificant. Austin and Callow (3) also consider these issues  
138 and note that attitudinal variables often play a mediating role between demographic  
139 characteristics and preferences for different revenue alternatives including variable fees based on  
140 vehicle pollution levels. In (3), a detailed comparison of support for ten tax options including  
141 three green variants across a wide range of sociodemographic, travel behavior, and attitudinal  
142 variables is presented. Linking a tax to environmental benefits dramatically increased support,  
143 across all population subgroups, although some groups saw greater boosts in support for the  
144 green options including younger adults, Democrats, those with pro-government attitudes, and  
145 people who drive more fuel-efficient vehicles.

145

146 Since the literature on public opinion about green taxes is sparse, it is useful to look at  
147 studies that explore, broadly, the factors that influence support for transportation taxes in general.  
Although many surveys have tested public support levels for different gas tax and mileage fee

148 options (3, Chapter 2 and Appendix B), relatively few of these look at all at how personal  
149 characteristics correlate with support. Among those that do, common variables studied are age,  
150 gender, ethnicity and race, and political affiliation. Analytically, the most common method used  
151 is a cross-tab analysis to show how support varies among people with different characteristics,  
152 such as support among women versus men (e.g., 5). Just a handful of studies take a deeper look,  
153 such as using statistical modeling tools to isolate the influence of specific factors (1, 6, 7, 8, 9,  
154 10).

155 Looking across those studies that used more nuanced methods to look at how personal  
156 characteristics may correlate with support for transportation taxes, no clear patterns emerge other  
157 than the role of political affiliation. For example, only two studies found any correlation at all  
158 with gender, and the directions were inconsistent—women were more supportive in (1) but less  
159 supportive in (7). Similarly, with respect to age, only three studies found age linked to support,  
160 and the direction of the influence was inconsistent. In two studies younger people were more  
161 supportive of some but not all the tax options tested (1, 6), while in another study younger  
162 respondents were less supportive (7). Findings are similarly inconsistent when one looks across  
163 the six studies at the role of income and race/ethnicity. However, political orientation does play a  
164 clearer role: most (though not all) the studies found a correlation between political orientation  
165 and tax support. In those, self-identified Democrats or liberals were more supportive of raising  
166 transportation taxes (6, 8, 7, 10, 9).

167 Finally, none of the studies discussed above are designed to predict support for different  
168 types of communities (urban vs. small town vs. rural).

169

### 170 3. THE SURVEY DATA

171

172 This paper analyzes the results of a series of national, random-digit-dial (RDD) public opinion  
173 surveys conducted once a year for seven years, each spring, from 2010 to 2016. The complete  
174 dataset has 10,590 participants, as each year's survey produced 1,500 or more respondents. The  
175 surveys were implemented by professional survey research institutes at San José State University  
176 and later, Cal State University, Fullerton. Respondents were reached by cell and landline phone.  
177 For the first five years, about 20% of respondents responded on a cell numbers, with that number  
178 rising to 40% in the last two years. The surveys were administered in English and Spanish. The  
179 language of the questions analyzed in this paper remained identical from year to year. A copy of  
180 the exact questionnaire language is available in Agrawal and Nixon (11).

181 The researchers designed the survey questionnaire to test relative levels of public support  
182 for different federal taxes that would be used to raise new revenue for transportation. The three  
183 green tax options discussed in this article are variations on the idea of an increase in the per-  
184 gallon federal gasoline tax and a new national mileage tax. The survey told respondents specific  
185 rates for each new tax, to make the hypothetical revenue options easier for respondents to  
186 understand. The taxes analyzed in this paper are:

- 187 • An “*air pollution*” gas tax: Raising the federal gas tax rate from 18¢-per-gallon tax to  
188 28¢ per gallon with the revenues to be spent only for projects to reduce local air pollution  
189 caused by the transportation system
- 190 • A “*global warming*” gas tax: Raising the federal gas tax rate from 18¢-per-gallon tax to  
191 28¢ per gallon with the revenues to be spent only for projects to reduce the transportation  
192 system's contribution to global warming

- *A new mileage tax:* This new tax would be levied on every mile driven, with electronic meters being used to track miles driven and drivers being billed when they buy gas. The rate charged would average 1¢ per mile, but vehicles that pollute less would be charged less and vehicles that pollute more would be charged more

The survey also included a standard set of sociodemographic questions (age, education, gender, income, political affiliation, and race/ethnicity); questions about travel behavior (annual miles driven, vehicle fuel efficiency, and transit use in the past 30 days); as well as questions about respondents' opinions about their local and state transportation system. These latter questions focused on respondents' rating of the quality of the transportation system where they live and the priority they felt government should place on making improvements to the system.

The pooled survey data (2010-2016) compares reasonably closely to national U.S. population data. There are some minor differences. Our sample has a smaller proportion of Hispanics and Blacks, but more Whites. Survey respondents tend to have more formal education and are older compared to the U.S. population. These differences are not unusual for telephone surveys. With minor exceptions, the differences between the sample and the U.S. population are not large, but care should be taken when generalizing from our results to the national population. Readers wishing to see a comparison of the respondent demographics to the full US population for each survey year will find these in the project reports for each survey (11, and earlier surveys cited therein).

#### 4. DOES SUPPORT VARY BY PLACE?

Sub-groups within the population may vary based on where they live. For example, the urban-rural divide is a common trope used in social and political discussion suggesting that people from cities and rural locations are different in important ways. Given the definitions used by the US Census it is possible to segment the population even further. Specifically, the US Census defines urbanized areas as locations with 50,000 people or more and urban clusters as places with at least 2,500 and less than 50,000 people—the remaining locations with human habitation are considered rural (12). These definitions are used here to segment the sample into those living in cities, small towns, and rural locations respectively.

We assign each survey respondent to one of these three geographic groups based on the home zip code they report. This is done by first locating the centroid within each zip code polygon and then performing a spatial join with a TIGER/Line® file for urban areas from the U.S. Census. This process allows us to identify zip codes that are inside and proximate to cities and small towns. In this research, a five-mile distance is considered proximate with the assumption that households in zip codes within this distance of an urban area will be influenced by the urban geography and will therefore have similar choices regarding green transportation taxes. In the sample, there are 6,866 (or 65%) city respondents, 1,461 (or 14%) are in small towns, and 1,207 (or 11%) are in rural locations—1,056 (or 10%) respondents did not provide zip code information.

Table 1 shows comparisons between the three sub-samples: cities, small towns, and rural locations, presenting first the support for the three green tax options followed by the variables that describe the personal characteristics of the respondents—demographic, transportation use/availability, and geographic.

238 **TABLE 1 Comparing Respondents' Support for "Green" Transportation Taxes and Key**  
 239 **Sample Characteristics by Geography (Cities, Small Towns, and Rural Locations)**  
 240

	Cities <sup>a</sup>		Small towns <sup>a</sup>		Rural locations <sup>a</sup>	
<b>Support for Taxes</b>						
Mileage tax (1 cent/mile) tied to vehicle's pollution level <sup>b</sup>	47%		38%		34%	
Gasoline tax (10 cents more/gallon) with spending tied to reducing local air pollution caused by the transportation system <sup>b</sup>	42%		33%		30%	
Gasoline tax (10 cents more/gallon) with spending tied to reducing the transportation system's contribution to global warming <sup>b</sup>	47%		37%		34%	
<b>Demographic Variables</b>	Mean	SD	Mean	SD	Mean	SD
Age (years)	53	18	56	17	55	16
Female <sup>c</sup>	53%		54%		55%	
Hispanic <sup>c</sup>	11%		5%		5%	
Years of education	15	2	14	2	14	2
Annual household income (\$)	77,899	50,349	66,961	45,117	59,719	40,100
Identify as a Democrat <sup>c</sup>	41%		32%		33%	
<b>Transportation Variables</b>	Mean	SD	Mean	SD	Mean	SD
Annual miles driven using all owned vehicles	10,086	14,124	12,093	17,630	13,149	19,503
Fuel efficiency of primary vehicle (miles/gallon)	22	10	23	9	23	9
Good local transit service available <sup>c</sup> (very good or somewhat good service = 1, poor or no service = 0)	67%		37%		28%	
<b>Geographic Variables</b>	Mean	SD	Mean	SD	Mean	SD
Population density in home zip code in 2013 (people/mi <sup>2</sup> ) <sup>d</sup>	4,299	8,783	186	275	55	87
Density of children fourteen years and under in home zip code in 2013 (children/mi <sup>2</sup> ) <sup>d</sup>	770	1,500	35	52	10	17
Housing unit density in home zip code in 2013 (housing units/mi <sup>2</sup> ) <sup>d</sup>	1,824	4,210	84	130	25	42

241 **Note:** A more detailed analysis comprising of chi-square tests and phi statistics of association was carried out (not shown) for nominal variables,  
 242 which revealed that there is very weak to no association (phi value under 0.26) for the hypotheses tested. Similarly, pairwise comparison using  
 243 ANOVA tests (not shown) was carried out to compare means between samples.

244 <sup>a</sup> US Census definitions and TIGER/Line® shapefiles for Urbanized Areas (= Cities), Urban Clusters (= Small Towns), and Rural locations are  
 245 used to categorize respondent by Zip Codes into the sub-samples shown (<https://www.census.gov/geo/reference/ua/urban-rural-2010.html>).

246 <sup>b</sup> Act as dependent variables for the models presented in TABLE 2. These variables were recoded from responses "strongly support" or  
 247 "somewhat support" as one and "somewhat oppose" or "strongly oppose" as zero.

248 <sup>c</sup> Binary variables. Reported percentages show what portion of sample has the feature of interest.

249 <sup>d</sup> Entered the models transformed as natural log.  
 250

251  
 252 A detailed analysis comprising of chi-square tests and phi statistics of association as well  
 253 as pairwise comparison using ANOVA tests was carried out (not shown). The analysis looked at  
 254 levels of support or opposition for the three transportation tax options. Comparisons across the  
 255 three groups reveal that support for the tax options is higher among city dwellers as compared to  
 256 respondents in both small towns and rural locations. Roughly a third of the small town and rural  
 257 respondents say that they would support gasoline taxes that dedicate revenues to reducing local  
 258 air pollution or addressing global warming or a green mileage tax that is tied to vehicle pollution  
 259 levels—city dwellers' support for these taxes is around 45%. Overall, the findings indicate that  
 260 city dwellers are indeed statistically different with respect to socio-economic factors and  
 261 transportation use than their counterparts from small towns and rural locations, but residents in  
 262 the latter two categories are fairly similar to each other.  
 263  
 264

265 **5. DOES SUPPORT VARY BECAUSE OF THE PLACE OR BECAUSE OF THE**  
 266 **PEOPLE?**

267  
 268 The basic descriptive statistics presented in section 4 show that support levels do vary somewhat  
 269 by city versus small town versus rural geography. That analysis, however, leaves open the  
 270 question of why that difference exists and whether it will hold for all urban and rural areas,  
 271 regardless of who lives in them. Are levels of support deeply related to the geography—the place  
 272 —or are they explained more by the personal characteristics of the people? For example, if  
 273 people in cities are more supportive than people in rural areas, is that because cities have a higher  
 274 proportion of the *type* of person who supports green taxes or because the place itself (e.g.,  
 275 through higher population density) leads to more support for green taxes? The answer to this  
 276 issue—research question #2 in the paper—is teased out using fixed-effects models. Section 5  
 277 first explains why this model was chosen and how it works, and then describes how the model  
 278 results help answer both parts of research question #2.

279  
 280 **5.1 Model Specification**

281  
 282 To further explore the question as to whether it matters more where you live, or who you are,  
 283 models are developed to examine support for the three transportation tax options. A mixed-  
 284 effects model, combining both fixed and random effects, is utilized, where the binary dependent  
 285 variables are support (coded 1) or opposition (coded 0). The advantage of a mixed model is that  
 286 it allows for a flexible approach when correlated data is present in the analysis. Table 2 presents  
 287 the full model results consisting of both fixed-effects as well as random effects (13).

288 The fixed effects include variables capturing respondents' specific socio-economic and  
 289 transportation characteristics (see the upper part of Table 2). Spatial and temporal factors  
 290 comprise the random effects shown in the middle section of Table 2. A household's location  
 291 within the surrounding geography can impact transportation activities such as miles driven, thus  
 292 suggesting the prevalence of spatial effects. Additionally, since the data was collected between  
 293 2010 and 2016, there are time-related effects that are not otherwise captured. For example,  
 294 fluctuations in gasoline prices are likely to vary by both location and time; however, data are not  
 295 available at a fine spatiotemporal resolution for such factors. Since it is possible for outcomes to  
 296 be correlated within geography and time, leading to potential biases, random effects are used to  
 297 control for these spatial and temporal variations (13).

298 Several socio-economic variables were included in the models including: age, gender,  
 299 ethnicity, education, income, and political affiliation. Race variables (for Black, Asian, and  
 300 Other) were also tried as explanatory variables in the modeling effort, but they were dropped  
 301 since they had insignificant coefficients. White as a nominal variable was not included since  
 302 there was concern with double counting with Hispanic individuals.

303  
 304 **5.2 Modeling Results**

305  
 306 Model results are reported in Table 2. In addition, graphical representations of the incremental  
 307 impact on likelihood of support for the three tax options due to changes in key transportation and  
 308 socio-economic variables are shown in Figure 1 and Figure 2. These average marginal effects  
 309 graphs allow for a more nuanced understanding of how these variables influence support across  
 310 the various tax alternatives.

311  
312  
313  
314  
315  
316  
317  
318  
319  
320  
321  
322  
323  
324  
325  
326  
327  
328  
329  
330  
331  
332  
333  
334  
335  
336  
337  
338  
339  
340  
341  
342  
343  
344  
345  
346

### 5.2.1 *The Role of Place*

The first key finding is that place-based variables such as density play a *relatively* weaker role compared to socio-demographics, given that the density coefficients are very small. In other words, people matter more than place. Table 2 shows the random effects for the density covariates holding all else equal, are small but positive. This suggests that at higher densities for population, families with children, or housing units, more people are likely to support green transportation taxes.

### 5.2.2 *The Role of People: Personal Characteristics Linked to Support*

This research looks at which personal characteristics are correlated with support across the three tax options. The assumption is that the more consistent the predictors are (i.e., significant across all three options and same direction), the more likely that these characteristics would influence support for green transportation taxes, in general, not just for the three policies. The personal characteristics vary in how consistently they predict support:

- Consistent predictors: Younger age, female gender, Hispanic, and Democrat affiliation (significant for all three taxes)
- Moderate predictors: More education, lower income, good transit availability (significant for two taxes)
- Unreliable predictors: Fewer miles driven, more fuel efficient vehicle (significant for one tax)

In other words, people who are young, female, Hispanic, and/or Democrats are especially likely to support green taxes. There is mixed evidence that support is linked with more years of education, lower income, and good transit service availability, as these characteristics are linked to higher support for only two of the three tax options tested. Finally, the two travel behavior variables show that few annual miles driven and more fuel efficient vehicle are poor predictors of green taxes as they were significant for only one of the tax types. Figure 1 and Figure 2 show the impacts of these variables in more detail and are discussed next. The focus is on significant findings in the discussion but all graphs are presented. The comparisons allow the reader to see not just how the likelihood of support changes between the three taxes, but also the proportional magnitude of changes across the three tested tax regimes.

347 **TABLE 2 Influence of Personal and Geographic Factors on Green Transportation Tax**  
 348 **Support from Mixed-Effects Modeling**  
 349

	Green mileage tax (MT)		Gasoline tax to reduce local air pollution (GT-Air)		Gasoline tax to reduce global warming (GT-GW)		Direction of Impacts (see Figures 1 and 2)		
	Coef. <sup>a</sup>	P >  z	Coef. <sup>a</sup>	P >  z	Coef. <sup>a</sup>	P >  z	MT	GT-Air	GT-GW
<b>Fixed-effects</b>									
Age (years)	<b>-0.06</b>	0.00	<b>-0.06</b>	0.00	<b>-0.07</b>	0.00	-	-	-
Age squared	<b>0.0005</b>	0.00	<b>0.0004</b>	0.00	<b>0.0005</b>	0.00	+	+	+
Female (=1)	<b>0.32</b>	0.00	<b>0.26</b>	0.00	<b>0.29</b>	0.00	+	+	+
Hispanic (=1)	<b>0.31</b>	0.04	<b>0.31</b>	0.04	<b>0.34</b>	0.03	+	+	+
Years of education	<b>0.07</b>	0.00	0.02	0.32	<b>0.07</b>	0.00	+		+
Annual household income (\$100,000)	-0.04	0.66	<b>-0.19</b>	0.02	<b>-0.22</b>	0.01		-	-
Identify as a Democrat (=1)	<b>0.58</b>	0.00	<b>0.65</b>	0.00	<b>1.05</b>	0.00	+	+	+
Annual miles driven using all owned vehicles (100,000)	-0.28	0.20	<b>-0.44</b>	0.05	-0.23	0.30		-	
Fuel efficiency of primary vehicle (miles/gallon)	<b>0.01</b>	0.04	0.00	0.79	0.00	0.30	+		
Good local transit service available (very or somewhat good = 1)	<b>0.15</b>	0.05	<b>0.25</b>	0.00	0.11	0.17	+	+	
Intercept	-0.57	0.17	0.92	0.02	-0.03	0.95			
<b>Random-effects<sup>b</sup></b>									
<i>Upper Nest (Spatial – Cities, Small Towns, Rural Locations)</i>									
Population density in home zip code in 2013 (people/mi <sup>2</sup> ) <sup>c</sup>	1.71 E-12				1.61 E-07				
Density of children fourteen years and under in home zip code in 2013 (children/mi <sup>2</sup> ) <sup>c</sup>			1.75 E-03						
Housing unit density in home zip code in 2013 (housing units/mi <sup>2</sup> ) <sup>c</sup>	2.26 E-03		5.06 E-13		5.08 E-03				
Intercept	3.27 E-15		5.56 E-13		8.71 E-09				
<i>Lower Nest (Temporal - Year of survey)</i>									
Intercept	1.46 E-02		1.34 E-02		8.73 E-03				
<b>Diagnostics</b>									
Number of observations	3,412		3,407		3,392				
Initial log-likelihood	-2,237.68		-2,227.74		-2,156.93				
Final log-likelihood	-2,218.47		-2,217.22		-2,141.49				
Wald $\chi^2$ (10)	146.85		184.53		288.73				
Prob. > $\chi^2$	0.0000		0.0000		0.0000				
LR test vs. logistic model									
$\chi^2$ (4)	15.65		13.40		24.21				
Prob. > $\chi^2$	0.0035		0.0095		0.0001				

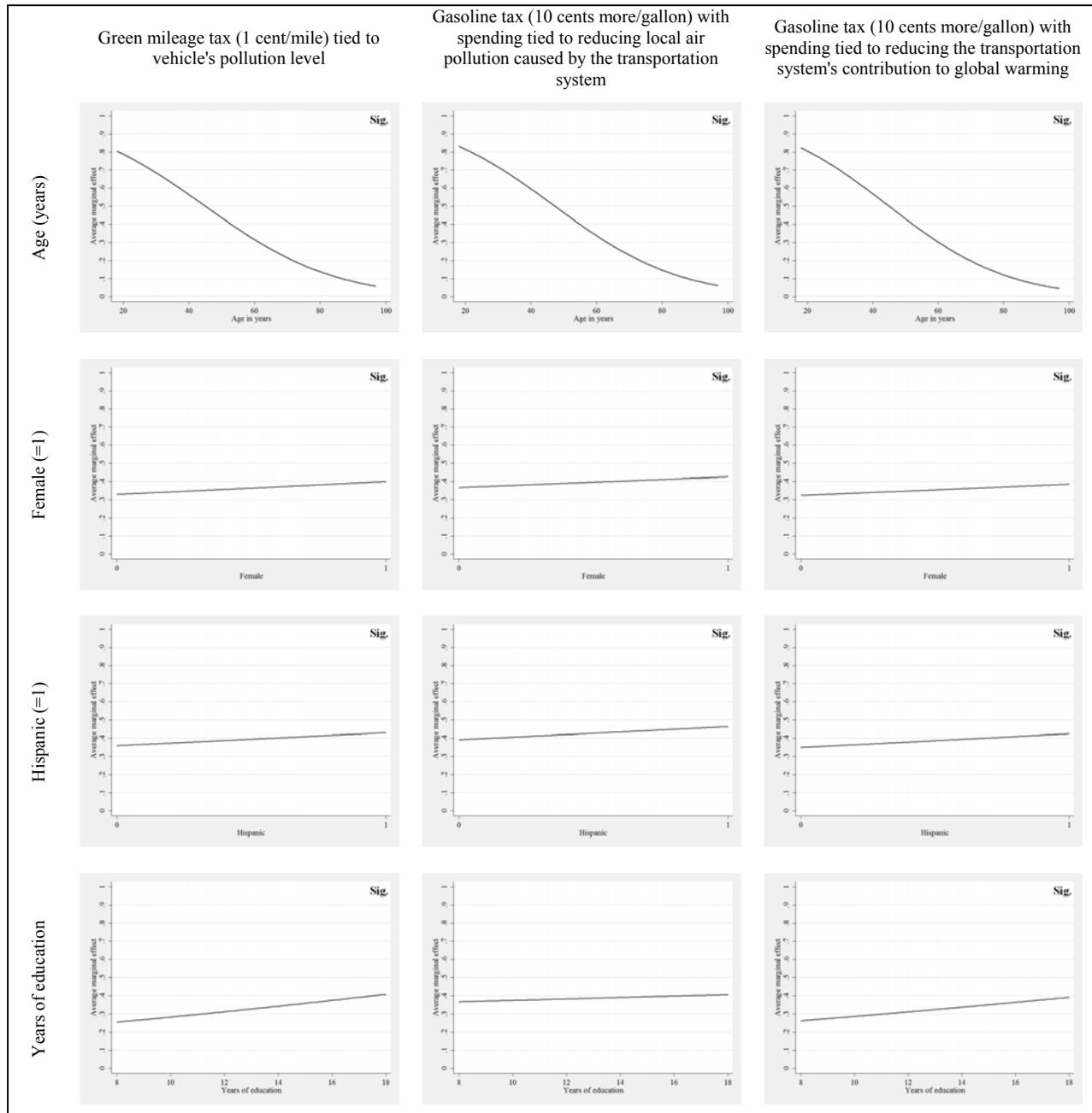
350 **Notes:**

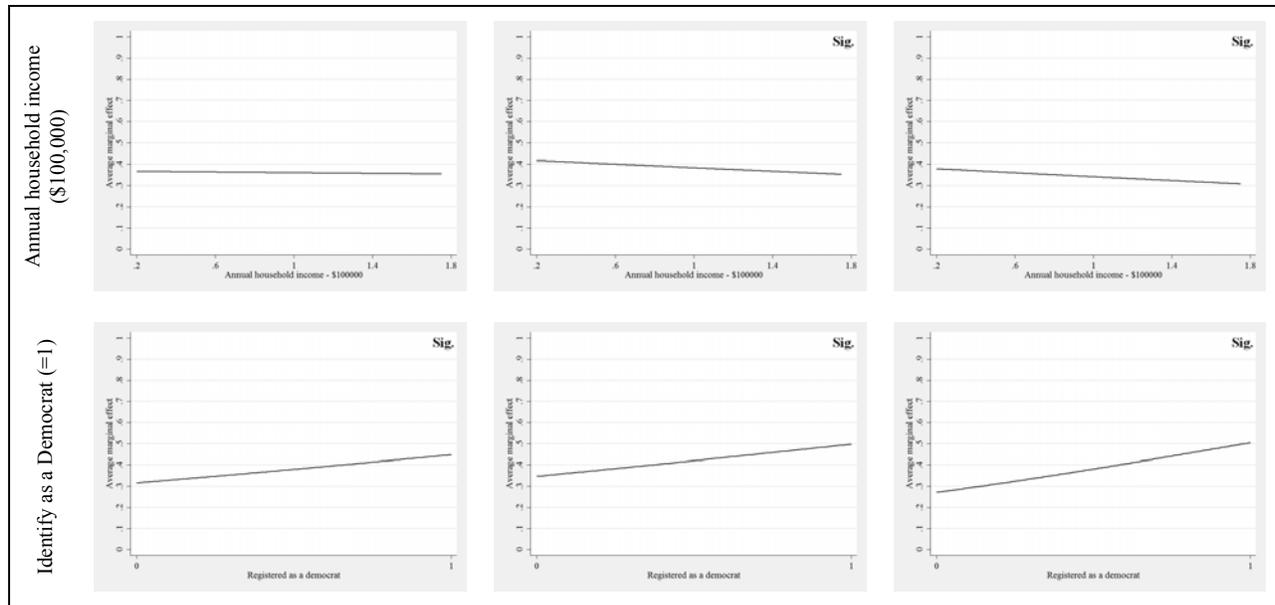
351 <sup>a</sup> Bolded values in the fixed-effects section of the table are significant at 0.05.

352 <sup>b</sup> The upper level nest (grouping) is for geography and within each upper-level cluster are seven sub-nests for each  
 353 survey year. Geography is the upper-level cluster since location choices are more firmly embedded in day-to-day  
 354 living while the impacts of time are largely random and not controlled by individuals.

355 <sup>c</sup> Entered the model transformed as natural log.  
 356  
 357  
 358

359 Age has a negative impact on the likelihood of support for the three tax options; this  
 360 diminishing support increases with each added year as shown with the squared term in Table 2.  
 361 So an individual going from 20 to 21 years is less likely to change her mind on a green tax due  
 362 growing a year older than an individual going from 60 to 61. The effect of age is starkly visible  
 363 in Figure 1. Women show a slightly higher likelihood of supporting these three taxes than men.  
 364 Respondents who identify as Hispanic similarly have a somewhat higher likelihood of support  
 365 for the three green taxes.  
 366





367  
368 **Figure 1 Average marginal effects for socio-economic factors.**

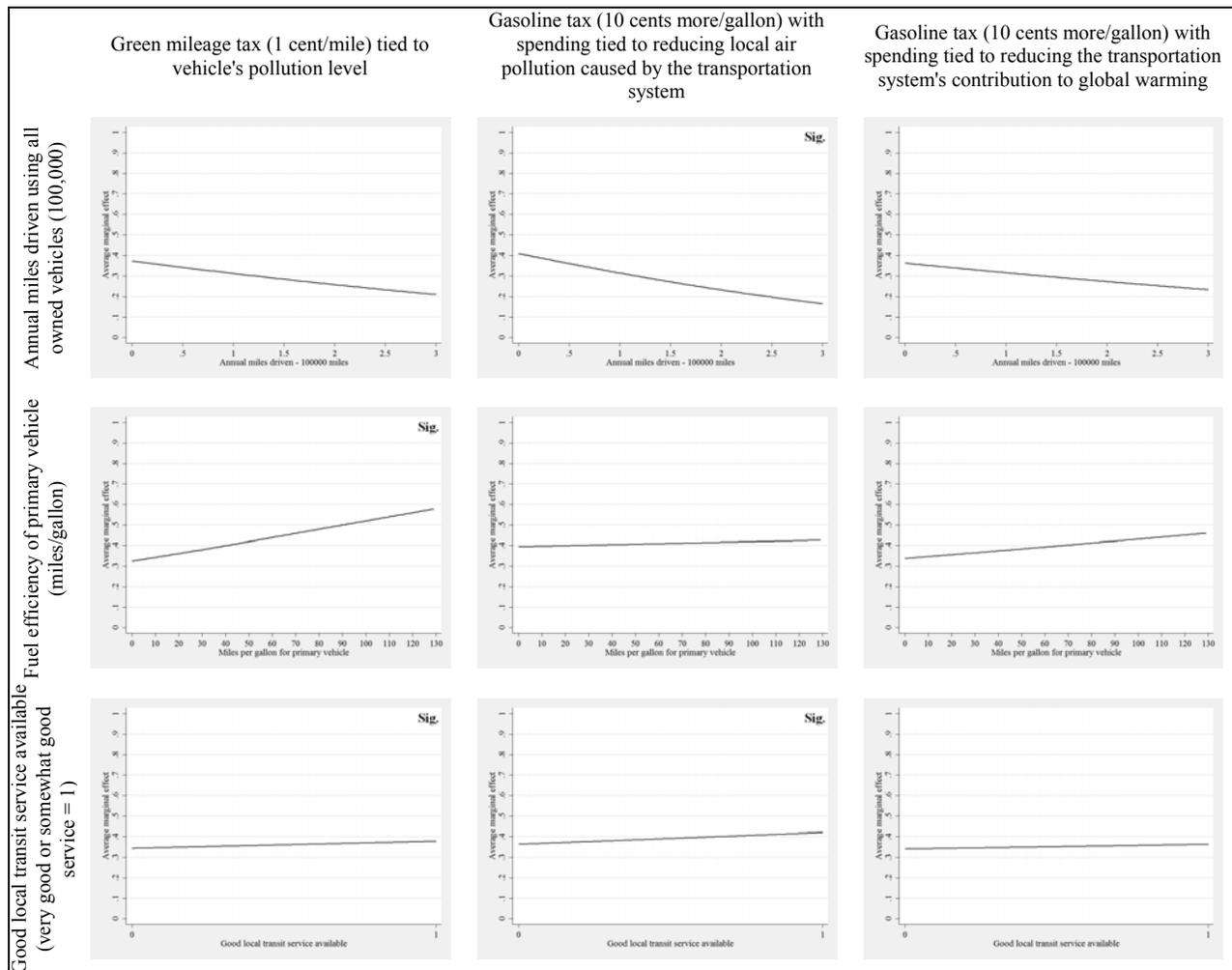
- 369 Notes:
- 370 • The y-axis shows average marginal effect as probability for changing from opposition = 0 (intersection with x-axis) to support
  - 371 = 1. The x-axis shows the dependent variable under consideration.
  - 372 • “Sig.” on a graph indicates that the corresponding dependent variable has a significant coefficient in Table 2.

373  
374 More years of education increases an individual’s likelihood of support for the green  
375 mileage tax and the gasoline tax tied to reducing transportation system’s global warming  
376 contribution holding all else constant. Households with higher annual income are less likely to  
377 support the two gasoline taxes. Respondents who identify as Democrats have a higher likelihood  
378 of supporting all three taxes holding all else equal. Marginal effects (Figure 2) show that green  
379 gasoline taxes have a greater likelihood of change, even among respondents who identify as  
380 Democrats, compared to a green mileage tax.

381 Figure 2 shows diminishing support for the gas tax linked to spending on air pollution  
382 reduction as annual miles driven increase. Specifically, individuals who drive less than 50,000  
383 miles are more likely to support this tax than those who drive more than 250,000 miles per year.  
384 Individuals who report greater fuel efficiency for their primary vehicle have a higher likelihood  
385 of supporting a green mileage tax holding all else equal. Respondents who say that they have  
386 access to good local transit services are likely to support the green mileage tax and the gasoline  
387 tax tied to local air pollution projects—though having transit has a small impact on the likelihood  
388 of support.

389

390



391

**Figure 2 Average marginal effects for transportation factors.**

392

Notes:

393

- The y-axis shows average marginal effect as probability for changing from opposition = 0 (intersection with x-axis) to support = 1. The x-axis shows the dependent variable under consideration.

394

- “Sig.” on a graph indicates that the corresponding dependent variable has a significant coefficient in Table 2.

395

396

397

**6. RELEVANCE FOR POLICYMAKING**

398

399

400

This research uses a unique longitudinal dataset of public opinion on “green” transportation taxes, whereas most studies focus on cross-sectional surveys (e.g., 1 and 8). Annually collected information from a representative random sample for the question of interest is rare in the United States. Further, the modeling framework successfully controls for random and fixed factors revealing marginal effects that are meaningful for policymaking. The findings from this work as they relate to the three research questions are as follows:

401

402

403

404

405

406

- Question #1: Does support vary by *place*? In other words, does support correlate with geography as indicated by community type (cities, small towns, and rural areas)?

407

408

Answer #1: The study results show that yes, support levels vary by place. Support is

409

410 higher in cities than in small towns and rural areas. Differences between the latter two are  
 411 small suggesting that small towns and rural locations have similar opinions about green  
 412 transportation taxes.

- 413 • Question #2A: If yes, does support come from the *place* or the *people*? In other words, if  
 414 support varies by community type, is this variation caused more by factors related to the  
 415 community type (geography) or by the personal characteristics of the people who live  
 416 there, measured in terms of socio-demographic and transportation factors?

417 Answer #2A: The modeling results show that individual characteristics matter more than  
 418 the location factors. Specifically, the impacts of location factors are multiple orders of  
 419 magnitude smaller compared to those variables that are about the people living in each  
 420 kind of community.

- 421 • Question #2B: If *people*, which personal characteristics are correlated with support for  
 422 green transportation taxes?

423 Answer #2B The personal characteristics that matter the most are younger age, female  
 424 gender, Hispanic, and identifying as a Democrat.

425  
 426 As with any research, this study has some limitations. One point worth noting is that  
 427 using data on people's *opinions* is an imperfect way to predict later behavior, such as voting on a  
 428 ballot measure about a green transportation tax. Future research on support for green  
 429 transportation taxes might focus on revealed preferences through other measures (e.g., 14). A  
 430 second key limitation is that the survey did not include information about environmental  
 431 attitudes, which has been shown to be consistent predictor for support on environmental issues  
 432 (1, 3, 2, 15, 16).

433 In summation, the quiz at the beginning of this paper is answered through this research —  
 434 where the correct answer is (c): support for green transportation taxes is much less about a place  
 435 and much more about the people. In other words, when it comes to green transportation taxes,  
 436 similar kinds of Tiny Town residents are likely to have a similar level of support as Big City  
 437 residents.

438

## 439 REFERENCES

440

- 441 1. Agrawal, A.W., J. Dill, and H. Nixon. Green Transportation Taxes and Fees: A Survey of  
 442 Public Preferences in California. *Transportation Research D*, Vol. 15, No. 4, 2010, pp. 189-  
 443 196.
- 444 2. Callow, M., and N.K. Austin. Investing in our Nation's Aging Highway Infrastructure:  
 445 Selecting Revenue-Generating Initiatives that Tap into the Motorist's Concern for the  
 446 Environment. *Competition Forum*, Vol. 11, no. 2, 2013, pp. 47-54.
- 447 3. Austin, N.K., and M. Callow. Motorists' Demographics, Behavior and Attitudes as Predictors  
 448 of Preferred Revenue-Generating Options for Transportation Funding. *Journal of Academy of  
 449 Business and Economics*, Vol. 12, No. 2, 2012, pp. 36-45.
- 450 4. Agrawal, A.W., and H. Nixon. *What Do Americans Think about Federal Tax Options to  
 451 Support Public Transit, Highways, and Local Streets and Roads? Results from Year Eight of  
 452 a National Survey*. Mineta Transportation Institute, San Jose, 2017.

- 453 5. D'Artagnan Consulting, DHM Research, and PRR, Inc. Final Baseline Public Opinion  
454 Research Report. Prepared for the California Road Charge Technical Advisory Committee.  
455 December 1, 2015.
- 456 6. Agrawal, A.W., H. Nixon, and A.M. Hooper. *Public Perceptions of Mileage-Based User*  
457 *Fees* (NCHRP Synthesis 487). National Academy of Sciences, Washington, D.C., 2016.
- 458 7. Dill, J., and A. Weinstein. How to Pay for Transportation? A Survey of Public Preferences in  
459 California. *Transport Policy*, Vol. 14, No. 4, 2007, pp. 346-356.
- 460 8. Duncan, D., V. Nadella, S. Giroux, A. Bowers, and J.D. Graham. The Road Mileage User  
461 Fee: Level, Intensity, and Predictors of Public Support. April 27, 2014.  
462 [http://papers.ssrn.com/sol3/Delivery.cfm/SSRN\\_ID2439335\\_code1676007.pdf?abstractid=2](http://papers.ssrn.com/sol3/Delivery.cfm/SSRN_ID2439335_code1676007.pdf?abstractid=2439335&mirid=1&type=2)  
463 [439335&mirid=1&type=2](http://papers.ssrn.com/sol3/Delivery.cfm/SSRN_ID2439335_code1676007.pdf?abstractid=2439335&mirid=1&type=2) Accessed February 17, 2016.
- 464 9. Kaplowitz, S.A., and A. McCright. Effects of Policy Characteristics and Justifications on  
465 Acceptance of a Gasoline Tax Increase. *Energy Policy*, Vol. 87, 2015, pp. 370-381.
- 466 10. Yusef, J., L. O'Connell, K.A. Anuar, and K. Mahar. Paying for Infrastructure in an Urban  
467 Environment: Roles of Ideological Beliefs and Self-interest in Support for Two Funding  
468 Mechanisms. *Transportation Research Record: Journal of the Transportation Research*  
469 *Board*, Vol. 2530, 2015, pp. 1-8.
- 470 11. Agrawal, A.W., and H. Nixon. *What Do Americans Think about Federal Tax Options to*  
471 *Support Public Transit, Highways, and Local Streets and Roads? Results from Year Seven of*  
472 *a National Survey*. Mineta Transportation Institute, San Jose, 2016.
- 473 12. US Census, *2010 Census Urban and Rural Classification and Urban Area Criteria*,  
474 <https://www.census.gov/geo/reference/ua/urban-rural-2010.html> accessed July 25, 2017.
- 475 13. Agresti, A. *Categorical Data Analysis*. Wiley, Hoboken, NJ, 2013.
- 476 14. Gillingham, K. Identifying the Elasticity of Driving: Evidence from a Gasoline Price Shock  
477 in California. *Regional Science and Urban Economics*, Vol. 47, 2014, pp. 13-24.
- 478 15. Osbaldiston, R., and J. P. Schott. Environmental Sustainability and Behavioral Science.  
479 *Environment and Behavior*, Vol. 44, No. 2, 2012, pp. 257-299.
- 480 16. Brick, C., and G. J. Lewis. Unearthing the "Green" Personality: Core Traits Predict  
481 Environmentally Friendly Behavior. *Environment and Behavior*, Vol. 48, No. 5, 2016, pp.  
482 635-658.