

1 **Link-based Full Cost Analysis of Travel**

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1 **ABSTRACT**

2 This paper develops a link-based full cost model, which identifies the key cost components of
3 travel, including both internal and external versions of cost, and gives a link-based cost estimate.
4 The key cost components for travelers are categorized as time cost, emission cost, crash cost,
5 user monetary cost, and infrastructure cost. Selecting the Minneapolis - St. Paul (Twin Cities)
6 Metropolitan region as the study area, the estimates show that the average full cost of travel is
7 \$0.68/veh-km, in which the time and user monetary costs account for approximately 85% of the
8 total. Except for the infrastructure cost, highways are more cost-effective than other surface road-
9 ways considering all the other cost components, as well as the internal and full costs.

10 *Keywords:* Full cost, internal costs, external costs, double-counting

1 INTRODUCTION

2 Full cost combines internal plus external cost. The *internal cost* refers to what consumers pay
 3 directly for goods or services. Rational economic agents are often assumed to choose the lowest
 4 internal cost during decision-making (21). An *external cost* occurs because of negative exter-
 5 nalities, in which an *externality* refers to the “uncompensated impact of one person’s actions on
 6 the well-being of a bystander” (25). It is called a ‘negative’ externality if the impact is adverse.
 7 Negative externalities cause the full cost to exceed the internal cost, as Figure 1 shows. A social
 8 optimum including negative externalities has a higher price than one including only internal costs.

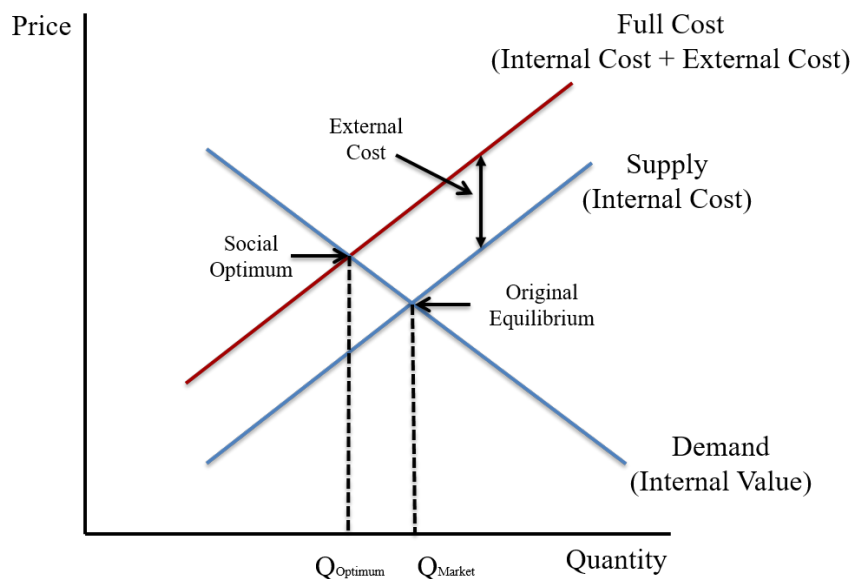


FIGURE 1 : Internal vs. External Cost (Source: Mankiw (25))

9 Full cost analysis emerged in transport in the 1990s, especially for highways (11, 14, 15, 21,
 10 22). From the perspective of travelers, there is a consensus that the full cost of highway transport
 11 considers user cost, infrastructure cost, time cost, crash cost, noise cost, and air pollution and global
 12 climate change cost. Other sometimes-reported costs, such as defense expenditures of the US in
 13 Middle Eastern countries (presumably to support the flow of petroleum) are more contentious.
 14 Boundaries have to be drawn, so costs intermediated by market transactions, like the pollution
 15 generated in the production of automobiles, which might or might not be internalized in the price
 16 of a car, are excluded, on the assumption, or hope, that those externalities have been properly
 17 priced. Without such boundaries, due to the networked nature of the world market economy, all
 18 externalities would have to be attributed at least in part to all goods, and double-counting would
 19 abound.

20 This paper develops a link-based full cost model for urban travel. It first identifies the key
 21 cost components of travel and distinguishes the internal and external versions of the costs (Section
 22 2). Rules are then proposed to combine the internal and external costs for each cost component dis-
 23 cussing the external cost internalization (Section 3) and to combine all cost components illustrating
 24 the cost transfers from one category to another (Section 4), in order to avoid the double-counting
 25 problem. Cost estimations are conducted next by cost component for the road network in the Twin

1 Cities metropolitan area (Section 5), as well as the total internal and full costs estimates following
2 the rules (Section 6). We summarize the cost estimate results, discuss the potential applications of
3 the link-based full cost analysis, and clarify the further research directions accordingly (Section 7).

4 **INTERNAL VS. EXTERNAL TRAVEL COST**

5 For transport systems, it is unavoidable that travel imposes both internal and external costs due to
6 the interaction among travelers and interdependence with other systems.

7 Travel time can be divided into congested and uncongested components, in which con-
8 gested time implies the external cost imposed on others from the point-of-view of travelers, as
9 additional vehicles on the roadways result in incremental delay borne by others (e.g., follow-
10 ing travelers in the stream of traffic) (21). Considering link properties, traffic and capacity, the
11 marginal cost of travel time represents the external time cost. The total travel time for a trip (per-
12 sonal travel time), including both congested and uncongested time, is the internal time cost borne
13 by travelers. Care needs to be taken to avoid double counting.

14 For crash costs, Jakob et al. (17) pointed that, in New Zealand, direct costs (e.g. medical,
15 rehabilitation, aftercare costs) and part of the indirect costs (e.g. costs to police) are internalized
16 and funded by road user charges, levies on petrol, and vehicle registration fees, but others, such
17 as loss of production, non-market cost, and humanitarian, are totally external. In the US context,
18 many of these costs are covered by insurance, and so internalized. However, these costs are as-
19 sessed, and thus perceived, as fixed costs, unrelated to the amount of travel, at least in the short
20 run. It would be possible to charge for them so that they are perceived as variable costs and thus
21 enter into the trip-making calculus. Considering the individual level of cost, similar to travel time,
22 Vickrey (51) proposed the externality as an increased crash risk due to higher traffic flow, which
23 implies a marginal cost of crashes (13). Jansson (18) applied the definition of crash externality
24 charges into an optimal road pricing scheme considering the marginal increases of crash risk for
25 unprotected road users based on vehicle kilometers traveled. The internal part drivers need to
26 pay for crashes is from the average crash rate, including both direct and indirect costs (13). Rec-
27 ognizing this is transferred to insurance costs is essential to avoid double-counting in a full cost
28 accounting framework.

29 On-road emissions affect human health, vegetation, materials, aquatic ecosystems, visibil-
30 ity, and climate change, and are categorized as an external cost (26). Notably, damage to human
31 health due to air pollution is the most expensive element. Small and Kazimi (37) combined the
32 exposure models with the health damage cost in the Los Angeles region, which provided a critical
33 method for emission cost estimation, and implied that particulate matter is the primary cause of
34 mortality and morbidity (21). Hence, the external cost of emission from the perspective of travel-
35 ers is measured by the health damage cost from emitted pollutants imposed on others. However,
36 as an active agent in transport systems, the health risk of travelers due to exposure to pollutants is
37 considered as the internal emission cost to travelers, which is measured by the quantity of pollution
38 intake (breathed-in, in the case of air pollution).

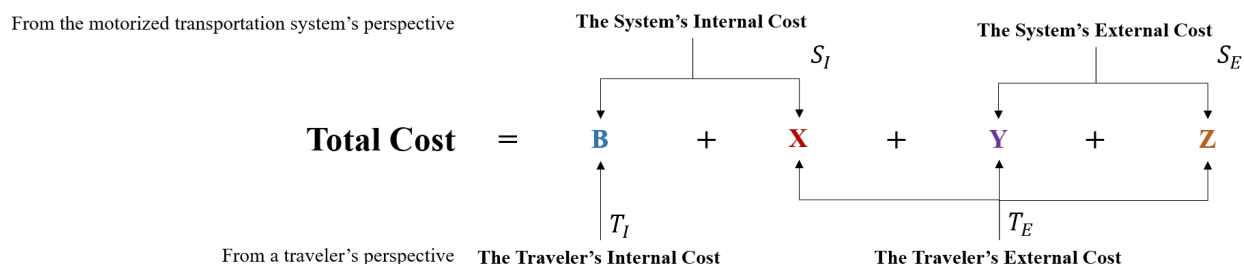
39 The user monetary cost, including fuel, vehicle ownership and maintenance, tolls and taxes
40 and fares, and the like, could be totally internal for travelers (3).

41 For the infrastructure cost, part of the expenditures, including capital, maintenance, ad-
42 ministrative, and so on, are internalized and transferred to the user cost, through mechanisms like
43 licensing and registration fees and user taxes (21). But other costs, like road wear and tear, when
1 they are uncompensated for by user taxes, are still external to travelers.

2 **TOTAL COST ANALYSIS: RULES FOR COMBINING INTERNAL AND EXTERNAL**
 3 **COSTS**

4 The theory of total cost analysis provides rules for combining internal and external costs for each
 5 component addressing the double-counting problems it may have if internal and external costs are
 6 added. Focusing on auto travel, the total travel cost should cover the cost borne by the traveler, cost
 7 imposed on other motorized travelers, cost imposed on non-motorized travelers, and cost imposed
 8 on non-travelers. See Figure 2.

Driving From an Origin to a Destination



- **B** : Cost borne by the traveler;
- **X** : Cost imposed on other motorized travelers;
- **Y** : Cost imposed on non-motorized travelers;
- **Z** : Cost imposed on non-travelers;

FIGURE 2 : Compositions of Total Cost

9 From a traveler's perspective, B is the traveler's internal cost (T_I), while X, Y, and Z are
 10 the costs imposed on others, giving the traveler's external cost (T_E). From the motorized transport
 11 system's perspective, however, B and X comprise the cost inside of the system (S_I), while Y and Z
 12 give the out-of-system external cost (S_E).

13 Those compositions of the total cost, however, cannot be added directly, as some parts of
 14 the external costs have been internalized based on the cost definitions. The following subsections
 15 introduce the factors that would generate the double-counting problems for each cost component of
 16 time, safety, and emission, respectively, for combining the internal and external costs. Theoretical
 17 diagrams decompose each of those cost component.

18 **Time Cost**

19 Each auto traveler pays the cost of total travel duration time on roads and imposes traffic delay
 20 on other motorized travelers at the same time, which results in B_t and X_t . Auto travelers do make
 21 the travel harder for non-motorized travelers, like pedestrians and bicyclists, for instance, at inter-
 22 sections or going across the street. However, cost from Y_t would be lower if there were separated
 23 sidewalks or bicycle lanes. More importantly, in implementation, the cost from Y_t is hard to quan-
 24 tify, as the count data for pedestrians and bicyclists are missing and their routes are too flexible to
 25 say when, where, and how the delay happens. Hence, we will not consider this cost composition
 1 in in the full cost analysis but strongly encourage future research in this area.

2 There is no out-of-system time cost imposed on non-travelers.

3 Figure 3 shows the theoretical diagram for an illustration of the total cost of time, where
 4 $B_{t,k}$ stands for the total travel time for a trip borne by traveler k and $X_{t,k,q}$ refers to the delay traveler
 5 k imposed on traveler q .

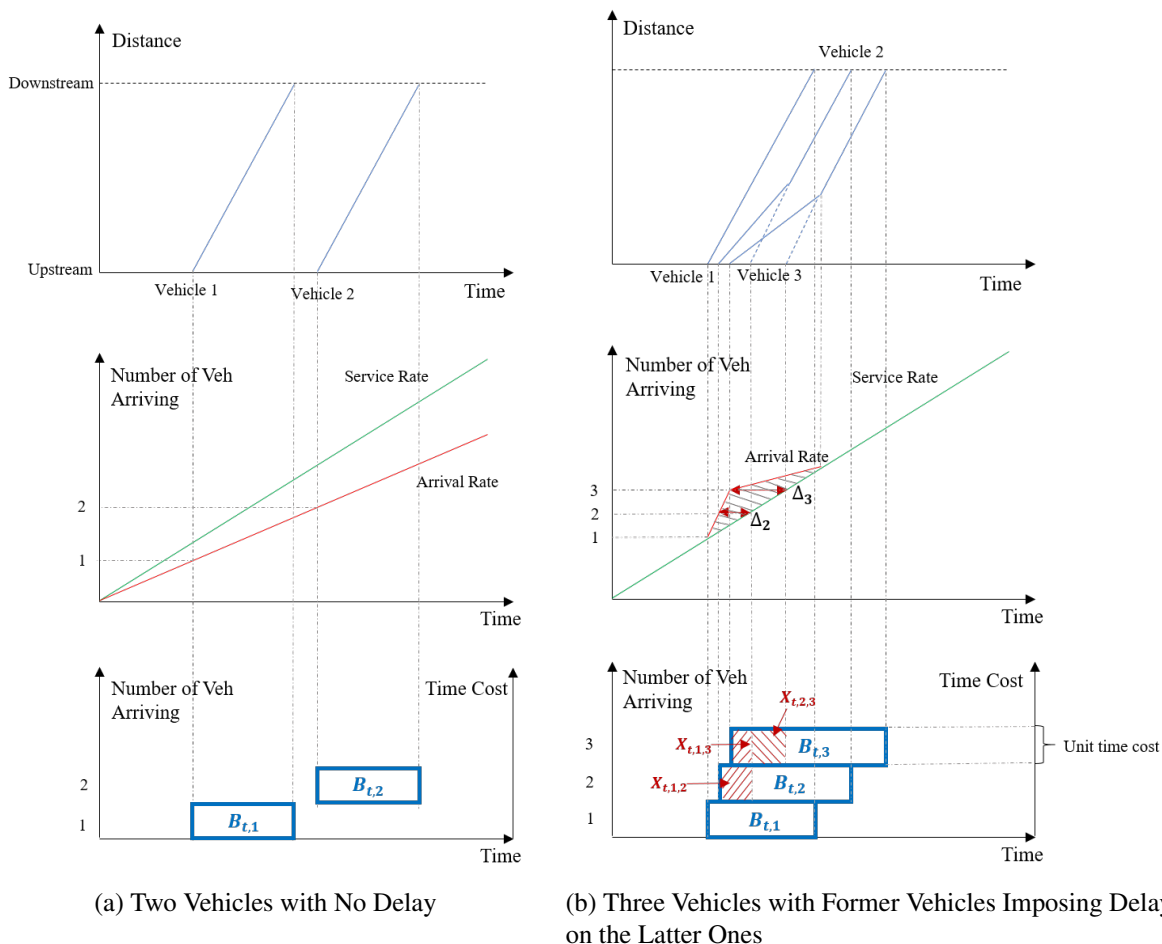


FIGURE 3 : Time Cost Diagram: Internal vs. External

- 6 • Scenario 1: Two Vehicles with No Delay (Figure 3a)
- 7 Two vehicles driving through a lane from its upstream to downstream, where vehicle 2 is
- 8 far behind vehicle 1 without interactions or effects on both of their travel times. In this
- 9 scenario, the arrival rate of vehicles is lower than the service rate, so that no delays are
- 10 imposed on either vehicle.
- 11 Hence, there is no external time cost generated by vehicle 1 or vehicle 2, from a traveler's
- 12 perspective. The total time costs of both vehicles are determined by the travel time they
- 13 spend on the lane, which is reflected by the area of the blue boxes shown on the diagram
- 14 at the bottom of Figure 3a, assuming that the width of the boxes gives the unit time cost.
- 15 • Scenario 2: Three Vehicles with Former Vehicles Imposing Delays on the Latter Ones
- 1 (Figure 3b)

2 Three vehicles driving through a lane from its upstream to downstream, where vehicle
 3 2 is right behind vehicle 1 and vehicle 3 is right behind vehicle 2. In this scenario, the
 4 arrival rate is higher than the service rate temporarily, such that vehicle 1 imposes delays
 5 on vehicle 2 and 3, and vehicle 2 imposes delays on vehicle 3. The queue ends at the time
 6 slot when vehicle 3 can drive at the free-flow speed. In the middle diagram of Figure 3b,
 7 Δ_2 represents the delay of vehicle 2, which equals the length of the $X_{t,1,2}$ area, while Δ_3
 8 represents that of vehicle 3, which equals the total length of $X_{t,1,3}$ and $X_{t,2,3}$ areas.

9 From a traveler's perspective, the total time cost of vehicle 1 includes its internal time
 10 cost, $B_{t,1}$, the external time cost vehicle 1 imposed on vehicle 2, $X_{t,1,2}$, and the external
 11 time cost it imposed on vehicle 3, $X_{t,1,3}$. The total time cost for vehicle 2 includes its own
 12 internal time cost, $B_{t,2}$, and the delay it imposed on vehicle 3, $X_{t,2,3}$. Vehicle 3 only pays
 13 for its internal time cost, $B_{t,3}$, since it does not affect others' travel time and generates 0
 14 external time cost.

15 From a system's perspective, adding all internal and external parts would overestimate
 16 the total time cost as $B_{t,2}$ has covered the cost of $X_{t,1,2}$ and $B_{t,3}$ has covered the cost of
 17 $X_{t,1,3}$ and $X_{t,2,3}$. The total time cost is $B_{t,1} + B_{t,2} + B_{t,3}$ rather than $B_{t,1} + X_{t,1,2} + X_{t,1,3} +$
 18 $B_{t,2} + X_{t,2,3} + B_{t,3}$ in scenario 3.

19 In the time cost analysis for the Twin Cities road network, the speed we used is an annual
 20 average speed which contains all uncongested and congested records, as the average speed of
 21 vehicle 1, 2 and 3 in Figure 3b. The average internal time cost we measured is then an average
 22 of $B_{t,1}$, $B_{t,2}$ and $B_{t,3}$, which already considered the external time cost imposed on other motorized
 23 travelers, i.e. $X_{t,1,2}$, $X_{t,1,3}$ and $X_{t,2,3}$. Hence, to calculate the total time cost, the internal and external
 24 parts cannot be added to avoid the double-counting problem. Only the time cost borne by travelers
 25 themselves, B_t , would be used to represent the total time cost in the full cost analysis.

26 Safety Cost

27 Each auto traveler pays the expected crash cost based on an average crash rate, which gives B_s .
 28 Meanwhile, the traveler increases the expected crash cost, including both motorized and non-
 29 motorized travelers, giving X_s , and Y_s . The cost imposed on non-travelers, Z_s , is independent of the
 30 others, which should be directly added to the total crash cost. B_s , X_s , and Y_s , however, overlap.

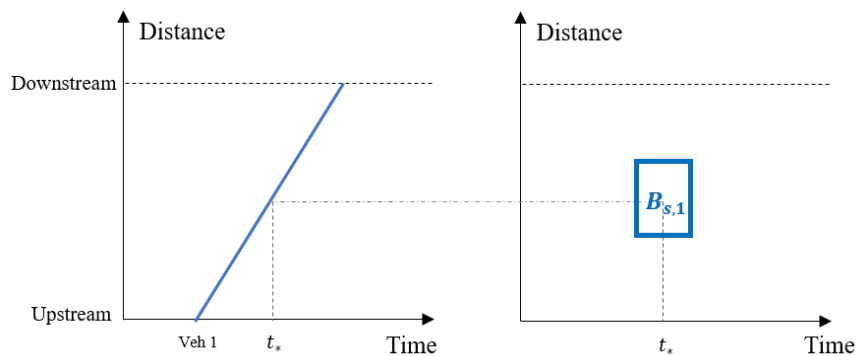
31 Figure 4 shows the theoretical diagram for an illustration of the total cost of crashes, where
 32 $B_{s,k}$ stands for the expected crash cost borne by traveler k , and $X_{s,k,q}$ refers to the increased crash
 33 cost due to vehicle k imposed on vehicle q .

34 • Scenario 1: Single-vehicle Crashes (Figure 4a)

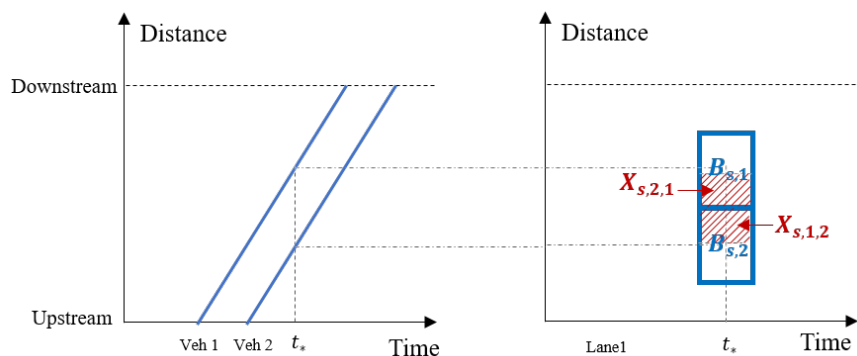
35 One vehicle drives through a lane from its upstream to downstream without other sur-
 36 rounded vehicles. In this scenario, vehicle 1 does not impose any external crash cost on
 37 others. Its internal crash cost is determined by the expected crash rate of single-vehicle
 38 crashes on the lane.

39 • Scenario 2: Multi-vehicle Crashes (Figure 4b)

40 Two vehicles drive through a lane from upstream to downstream with the same expected
 1 travel speed, where vehicle 2 is right behind vehicle 1. It is possible that vehicle 1 makes



(a) Single Vehicle Crash



(b) Multi-Vehicles Crash

FIGURE 4 : Safety Cost Diagram: Internal vs. External

2 a sudden braking while vehicle 2 cannot or does not lower its speed to avoid a
 3 rear-end collision.

4 In this scenario, vehicle 1 pays for the expected crash cost, including the costs based
 5 on both single-vehicle crash rate and multi-vehicle crash rate. Comparing with Scenario
 6 1, the increased crash cost borne by vehicle 1 is the external cost of vehicle 2 imposed
 7 on it, as $X_{s,2,1}$ shown in the figure. Meanwhile, vehicle 2 pays for the expected crash
 8 cost including $X_{s,1,2}$. Assuming that all the vehicles share the crash cost equally without
 9 considering the responsibility, $X_{s,2,1}$ is equal to $X_{s,1,2}$.

10 From the system's perspective, adding all internal and external parts of the crash cost
 11 would overestimate the total safety cost as $B_{s,1}$ has covered the cost of $X_{s,2,1}$ and $B_{s,2}$ has
 12 covered $X_{s,1,2}$. The total safety cost should be $B_{s,1} + B_{s,2}$ rather than $B_{s,1} + X_{s,1,2} + B_{s,2} +$
 13 $X_{s,2,1}$.

14 Other types of multi-vehicle crashes, like side-impact collisions and cross-traffic colli-
 15 sions, follow the same theoretical diagram shown in Figure 4b.

16 For crashes involving non-motorized travelers, it is assumed that the involved vehicles take
 17 full responsibility of the crashes and the cost factors are all allocated to motor vehicles, which has
 1 been considered in the internal crash cost borne by travelers themselves.

Hence, only the internal crash cost, B_s , would be used to represent the total crash cost in the full cost analysis to avoid the double-counting problem.

Emission Cost

Travelers pay the health damage cost due to emission intake during traveling. At the same time, they emit pollution, which increases the health damage cost to other motorized travelers, non-motorized travelers, and non-travelers. Hence, emission cost covers B_g , X_g , Y_g , and Z_g .

Figure 5 shows the theoretical diagram for an illustration of the total cost of emission, where $B_{g,k}$ stands for the total health damage cost due to emission intake for a trip borne by traveler k , $X_{g,k,q}$ refers to the health damage cost vehicle k imposes on vehicle q , $Y_{g,k}$ shows the health damage cost vehicle k imposed on non-motorized travelers, and $Z_{g,k}$ shows that imposed on non-travelers.

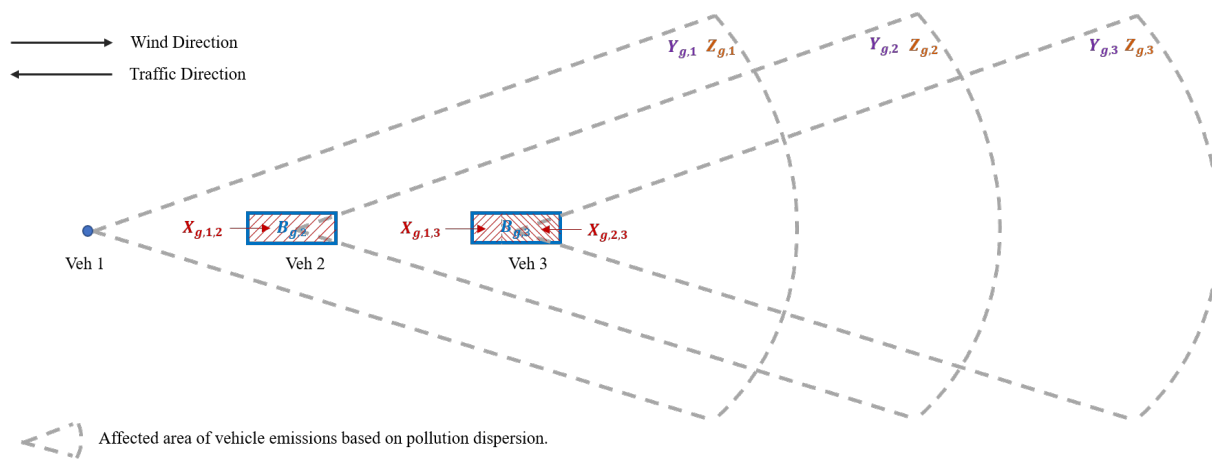


FIGURE 5 : Emission Cost Diagram: Internal vs. external

As shown in Figure 5, three vehicles drive on the road and emit pollution. Based on the air pollutant dispersion plume, vehicle 1 imposes health damage cost on vehicle 2 ($X_{g,1,2}$) and 3 ($X_{g,1,3}$), and vehicle 2 imposes health damage cost on vehicle 3 ($X_{g,2,3}$). All three vehicles impose health damage cost on the non-motorized travelers and non-travelers covered by the affected areas. Note that vehicles may impose health damage cost on themselves if the wind direction is the same as the traffic direction and travel speed is lower than the wind speed, which contributes to $B_{g,i}$ as well.

From the system's perspective, adding all internal and external parts of the emission cost would overestimate the total emission cost as $B_{g,2}$ is fully covered by the cost of $X_{g,1,2}$ and $B_{g,3}$ is caused by $X_{g,1,3}$ and $X_{g,2,3}$. The total emission cost should be $X_{g,1,2} + X_{g,1,3} + Y_{g,1} + Z_{g,1} + X_{g,2,3} + Y_{g,2} + Z_{g,2} + Y_{g,3} + Z_{g,3}$ rather than considering the additional $B_{g,2} + B_{g,3}$.

In the emission cost analysis for the Twin Cities road network, each vehicle's internal emission cost is affected by hundreds of vehicles' pollution, and each vehicle affects hundreds of travelers' emission intake. Hence, to calculate the total emission cost, the $B_{g,k}$, and $X_{g,k,q}$ cannot be added to avoid the double-counting problem. B_g , Y_g , and Z_g would be used to represent the total emission cost in the full cost analysis, written as $B_g + Y_g + Z_g$.

Based on the total cost analysis rules, the full cost of travel, C_F , is expressed as,

$$C_F = B_t + B_s + B_g + Y_g + Z_g + C_u + C_i - T_c \tag{1}$$

2 Where:

3 C_u : User monetary cost;

4 C_i : Infrastructure cost;

5 T_c : Transferred cost, which is discussed in detail in Section 4.

6 **FULL COST ANALYSIS: RULES FOR COMBINING ALL COST COMPONENTS**

7 The full cost analysis rule identifies the potential cost transfers among cost components, which
 8 should be subtracted from one of the categories to avoid the double-counting problems.

9 Figure 6 shows the factors covered by each cost component for auto travelers, where the
 10 arrows represent the potential transfers among the cost components. As identified, there are four
 11 major transfers, including:

- 12 • Congestion-related cost due to crashes transfers to time cost, emission cost, and monetary
- 13 cost;
- 14 • Vehicle insurance cost transfers to medical, insurance administration, and property dam-
- 15 age cost;
- 16 • Fuel taxes transfer to emission cost and infrastructure cost;
- 17 • Tolls, vehicle sales tax, and vehicle registration tax transfer to infrastructure cost;

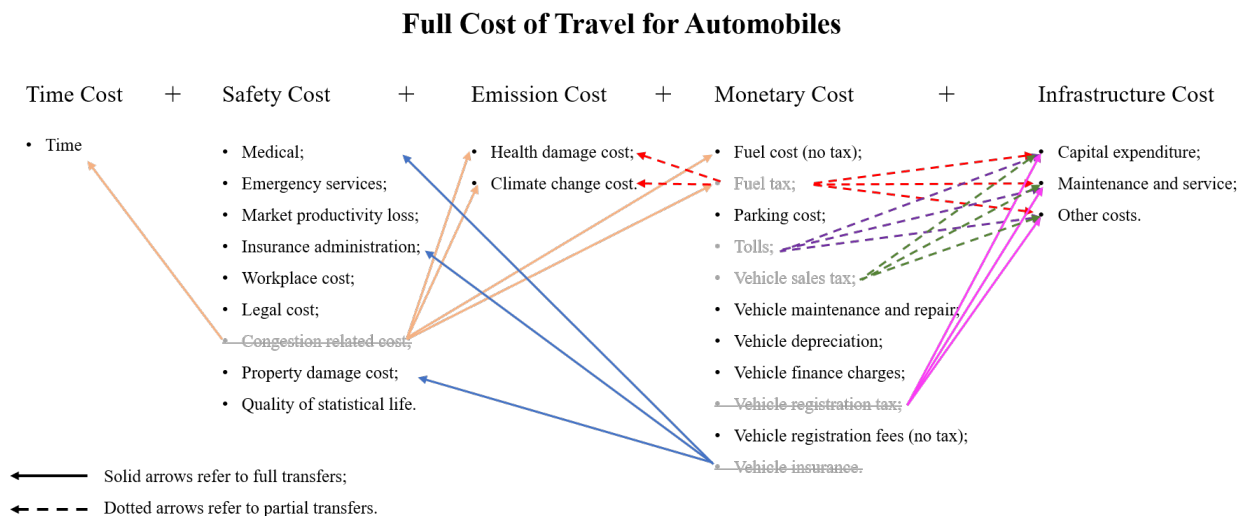


FIGURE 6 : Cost Factors of Auto Travelers

18 A detailed discussion on these cost transfers is shown in Section 4.1 - Section 4.4, respec-
 1 tively.

2 **Congestion-related Cost Due to Crashes Transfers to Time, Emission Cost, and Monetary** 3 **Cost**

4 Congestion cost due to crashes is defined as the value of travel delay, added fuel consumption,
5 and increased environmental impacts resulting from traffic crashes imposed on others who are not
6 involved (5). These costs are transferred to time cost, fuel cost, and emission cost, respectively,
7 based on our cost definitions and measurements.

8 Congestion-related travel delay has been entirely transferred to time cost, as the speed data
9 we used for time cost measurements are an annual average for specific time periods aggregated
10 by millions of GPS navigation data for each link segment. This annual average speed data already
11 include the speed records when traffic crashes happened, which reflects the travel delay due to those
12 crashes. Additional fuel consumption due to the travel delay is transferred to fuel cost entirely as
13 well since speed is the dominant factor for fuel consumption, for which, again, we used the annual
14 average speed data that contain the crash-related speed records to estimate the fuel cost. The
15 annual average speed data were also used as the speed input in MOVES simulations for pollution
16 estimations in emission cost analysis.

17 Hence, for implementation, the travel delay, excess fuel consumption, and increased emis-
18 sion cost generated by crashes would not be added to safety cost to avoid the double-counting
19 problem.

20 **Vehicle Insurance Transfers to Safety Cost**

21 Vehicle insurance cost paid by travelers covers approximately 54% of all crash costs (5). The
22 insurance data developed by the Motorcycle Insurance Committee of the National Association of
23 Independent Insurers classified 7 categories of insurance coverage, including bodily injury liability,
24 property damage liability, own medical payments, personal injury protection, collision, compre-
25 hensive, and uninsured and underinsured motorist (5, 30)

26 Assuming that travelers purchase for all types of coverage (some types of coverage are not
27 mandatory for some states), parts of the medical and property damage costs are transferred to the
28 vehicle insurance cost that travelers have already paid for as well as the insurance administration
29 cost. Hence, to sum the safety cost and monetary cost up in the full cost analysis of travel, vehicle
30 insurance cost should be excluded from the monetary cost to avoid the double-counting problem.

31 **Fuel Tax Transfers to Emission and Infrastructure Cost**

32 Travelers pay the fuel cost determined by fuel consumption, fuel cost exclusive of tax, and fuel tax
33 (42). The fuel cost varies across fuel types, covering the cost of crude oil, refining, distribution,
34 and marketing. Fuel tax includes the federal, state, and local taxes along with some other fees,
35 such as sales tax, petroleum business tax, environmental fee, and clean-up fee. In Minnesota, the
36 revenue collected from state fuel tax is constitutionally dedicated only to highway purposes (29).

37 The federal motor fuel tax rate is \$0.049/liter (\$0.184/gallon) of gasoline, and \$0.064/liter
38 (\$0.244/gallon) of diesel (45), which is deposited into the Highway Trust Fund, the majority of
39 which, 83% to 87%, is deposited into the Highway Account for road construction and mainte-
40 nance. Approximately 11% to 15% of federal fuel tax goes to the Mass Transit Account, while
41 \$0.0003/liter (\$0.001/gallon) goes to the Leaking Underground Storage Tank Trust Fund (42).

42 For Minnesota, the total state tax rate is \$0.075/liter (\$0.285/gallon) of gasoline, diesel
43 and some gasoline blends after 2013 (6, 29). Based on the 2017 Minnesota Highway Users Tax
1 Distribution Fund (34), the majority of motor fuel taxes is deposited into Trunk Highway Funds,

2 Municipal State Aid Street Fund, and County State Aid Highway Fund; the others go into the
3 Flexible Highway Account, Town Bridge Account, and Town Road Account.

4 The fuel tax is partially transferred to the emission cost, including both health damage
5 cost and climate change cost if the environmental fee will be considered additionally in the fuel
6 tax. However, this is not the case for Minnesota. Excepting the \$0.0003/liter (\$0.001/gallon) tax
7 for the Leaking Underground Storage Tank Trust Fund, federal, state, and local fuel taxes are
8 fully transferred to transport infrastructure cost of both highway and transit networks for capital
9 expenditure, maintenance and service, and other costs like highway law, enforcement and safety,
10 and bond retirement. But to measure the full cost for auto travelers, only the fuel tax transferred
11 to highway infrastructure cost should be excluded from the monetary cost to avoid the double-
12 counting problem.

13 **Tolls, Vehicle Sales Tax, and Vehicle Registration Tax Transfer to Infrastructure Cost**

14 *Tolls Transfer to Infrastructure Cost*

15 Tolls are imposed on vehicles for the use of specific roads based on time of day, location, type of
16 vehicle, number of occupants, and other factors. The revenue from the tolls is reinvested in the
17 capital expenditure, maintenance, and service of the toll roads (43).

18 In Minnesota, MnPASS Express Lanes on I-394, I-35W, and I-35E are toll roads, operated
19 by Minnesota Department of Transportation (MnDOT), aiming to manage and reduce congestion
20 on high-occupancy roads by charging an electronic fee on solo motorists (35). The revenue gen-
21 erated through MnPASS lanes is mainly used for their construction, operations, and maintenance.
22 The remaining of the revenue from I-394 and I-35E is transferred to the Metropolitan Council for
23 highway and transit improvements in the corridor while, for I-35W, a part of the revenue is used
24 for transit capital expenses as well as highway and transit improvements.

25 Hence, monetary cost from tolls has been fully transferred to the infrastructure cost of
26 transport systems, including both highway and transit networks. To measure the full cost of auto
27 travelers, however, only the tolls transferred to highway infrastructure cost should be excluded to
28 avoid the double-counting problem.

29 Note that tolls are imposed on toll road users. For auto travelers who only use free roads,
30 there is no monetary cost from tolls. Road pricing is not widespread (2).

31 *Motor Vehicle Sales Tax (MVST) Transfers to Infrastructure Cost*

32 The state imposes a Motor Vehicle Sales Tax on motor vehicles for most of the purchases or
33 transfers except when an exemption applies (32). The tax rate is 6.5% of the vehicle purchase
34 price. Based on the Highway Finance Overview (6), 60% of MVST revenue is currently deposited
35 into the Highway User Tax Distribution Fund for highways, while 40% goes to transit.

36 *Vehicle Registration Tax Transfers to Infrastructure Cost*

37 Minnesota imposes an annual registration tax on motor vehicles based on the base value and the
38 age of the vehicle (6, 31). The revenue from vehicle registration taxes is constitutionally dedicated
39 to highway purposes. Similar to the fuel tax, it is deposited into Trunk Highway Funds, Municipal
40 State Aid Street Fund, and County State Aid Highway Fund, as well as the Flexible Highway
41 Account, Town Bridge Account, and Town Road Account (34).

42 Hence, vehicle registration tax should be excluded from the monetary cost to measure the
1 full cost of travel since it has been fully transferred to the infrastructure cost.

2 COST ESTIMATES FOR EACH COST COMPONENT

3 Due to the space restriction, this section here introduces the main data and methodology used for
4 the cost estimates by cost component. Interested readers could find the details (9).

5 Time Cost

6 TomTom speed data provide speed profiles for each link segment on the Twin Cities road net-
7 work, using which we could simply calculate the on-road travel time. The standard value of travel
8 time savings for auto travelers recommended by Minnesota Department of Transportation (33),
9 \$18.3/hour, was used to monetize the travel time ¹.

10 The estimates show that the average time cost on the Twin Cities network is \$0.382/veh-
11 km. Comparing the road types, the average time cost of highways (\$0.293/veh-km) is much lower
12 than other surface roadways (\$0.390/veh-km) since highways are designed to be faster than others.
13 Driving in the core cities, like downtown Minneapolis or downtown St. Paul, results in more time
14 cost (\$0.464/veh-km) than other urban and rural areas due to more severe congestions. The average
15 time costs in other urban and rural areas are \$0.379/veh-km and \$0.322/veh-km, respectively.

16 Crash Cost

17 Internal crash cost is generated by the personal crash rate, which references the number of crashes
18 per vehicle kilometer traveled (13, 17), and also determined by the unit crash cost.

$$C_{s,int,i_f} = \sum_z \frac{N_{s,i_f} * R_{i_f,z} * u_{s_z}}{N_Y * N_D * Q} \quad (2)$$

19 Where:

20 C_{s,int,i_f} : Internal crash cost on link i_f , in which f is specific to Functional Road Classifica-
21 tions (FRCs);

22 N_{s,i_f} : Expected crash frequency on link i_f ;

23 $R_{i_f,z}$: Probability of type z crashes happened on link i_f ;

24 u_{s_z} : Unit crash cost per vehicle in a type z crash;

25 N_Y : Number of years;

26 N_D : Number of days per year, $N_D = 365$;

27 Q : Annual average daily traffic (AADT).

28 For the case of the Twin Cities, we collected the crash records from 2003 to 2014 from the
29 Minnesota Department of Transportation (MnDOT), and applied Safety Performance Functions
30 (1) to estimate the expected crash frequency considering all types of crashes. An ordered-probit
31 model was then used to identify the crash severity giving the probability of each type of crashes
32 (12, 19, 36). Economic costs of crashes by severity specific to different crash cost factors were
33 measured by Blincoe et al. (5), which were used as the unit crash cost to measure the link-based
34 internal crash cost.

1 Each traveler also increases the crash risk for others (including pedestrians and bicyclists,
2 as well as persons in other vehicles), this marginal increase of crash cost imposes an external crash
3 cost, written as,

¹We do NOT measure the external time cost here because, at first, dynamic traffic and speed data for the scale of the Twin Cities road network are missing, which does not allow us to do so; at second, the full cost could be measured without the external time cost estimates, see Section 3.1

$$C_{s,ext,i_f} = \sum_z \frac{u_{s_z} * R_{i_f,z}}{N_Y * N_D} * \frac{\partial N_{s,i_f}}{\partial Q} \quad (3)$$

4 Where:

5 C_{s,ext,i_f} : External crash cost on link i_f .

6 The estimates show that the average internal crash cost of all link segments is approximately
 7 \$0.040/veh-km. The external crash cost borne by other travelers is much lower than the internal
 8 cost, in that the mean value is \$0.023/veh-km. Highways are much safer than other surface road-
 9 ways that the mean value of internal and external crash costs for highways is \$0.020/veh-km and
 10 \$0.010/veh-km, respectively, while for other surface roadways is \$0.042/veh-km and \$0.024/veh-
 11 km. In addition, driving in the downtown area is more expensive from a crash perspective than
 12 in other areas. Based on our estimates, the average crash costs for the roadways in the core cities
 13 (Internal: \$ 0.048/veh-km, External: \$0.028/veh-km) are much higher than the roadways in other
 14 urban (Internal: \$0.037/veh-km, External: \$0.021/veh-km) or rural areas (Internal: \$0.039/veh-
 15 km, External \$0.021/veh-km).

16 Emission Cost

17 The internal emission cost was defined as the health damage cost due to air pollution intake during
 18 commute (home to work) travel, which highly depends on the on-road concentrations of pollutants,
 19 travelers' breathing rate, exposure time, and unit damage cost of pollutants (16). Considering
 20 the continuous changes of pollution concentration due to dispersion, the internal emission cost is
 21 written as:

$$C_{g,int,i} = \sum_p u_{g,int,p} * \int_0^{T_i} R_b * \rho_{p,i}(t) dt \quad (4)$$

22 Where:

23 $C_{g,int,i}$: Internal emission cost of link i ;

24 $u_{g,int,p}$: Unit intake-emission cost of pollutant p ;

25 $\rho_{p,i}(t)$: Concentrations of pollutant p of link i , which varies with time;

26 T_i : Exposure time on link i ;

27 R_b : Breathing rate.

28 The external emission cost of auto travelers is the health damage cost from emitted pollu-
 29 tants imposed on others (non-drivers) as well as the costs of greenhouse gas (CO₂) in the external
 30 emission cost. The off-road concentrations and affected population are the determinants for the
 31 external cost. The external emission cost is written as:

$$C_{g,ext,i} = \left(\left(\sum_p \sum_j u_{g,int,p} * H_{D,j} * \int_0^T B_r * \rho_{g,i,j}(t) dt \right) + (N_{i,CO_2} * u_{CO_2}) \right) * Q_i^{-1} \quad (5)$$

32 Where:

33 $C_{g,ext,i}$: External emission cost of link i ;

34 $H_{D,j}$: Daytime population of block j ;

35 $\rho_{p,i,j}(t)$: Off-road concentration of block j contributed by emissions p from link i ;

36 N_{i,CO_2} : Quantity of CO₂ generated on link i ;

37 u_{CO_2} : Unit emission cost of CO₂, \$22/ton (2010 US dollar);

1 Q_i : Traffic flow on link i .

2 For modeling the emission cost for the Twin Cities road network, we conducted project-
3 level of MOVES simulations first, which is short for Motor Vehicle Emission Simulator, developed
4 by US Environmental Protection Agency (49), to estimate the quantity of localized air pollutants
5 and greenhouse gases (8, 20, 23, 24, 28, 47, 48). RLINE model, which is a dispersion modeling
6 tool developed for concentration simulations for line type emission sources specifically, was used
7 to estimate the on-road and off-road vehicle emission concentrations based on the output of the
8 MOVES simulations (38, 39, 50). National Highway Traffic Safety Administration estimated the
9 unit emission cost referring to the values of reductions in health damage costs per ton of emission
10 of each pollutant that is avoided (27), which was applied to monetize the health damage due to
11 emission intake and the harm of climate change due to greenhouse gas pollutions.

12 The estimates show that the mean value of internal emission costs for all link segments
13 is approximately \$0.0009/veh-km. As expected, comparing locations, driving in the core cities
14 (\$0.0017/veh-km) results in an intake of more internal emission cost than other urban (\$0.0008/veh-
15 km) and rural areas (\$0.0003/veh-km) due to higher concentrations. However, the average internal
16 emission cost of highways (\$0.00085/veh-km) is slightly lower than other roads (\$ 0.00090 /veh-
17 km), which is explained by faster highways decreasing drivers' exposure time.

18 The average link-based external emission cost is around \$0.0192/veh-km. The external
19 emission cost is much higher than the internal one which indicates that the emission costs trav-
20 elers impose on others are greater than those borne by themselves. It is expected as the external
21 unit costs include damage to non-travelers, while the internal costs here exclude pollution costs
22 from non-transport sources. Similarly, for different locations, using downtown roadways gener-
23 ates more external emission costs (\$0.0298/veh-km) than other urban (\$0.0184/veh-km) and rural
24 areas (\$0.0114/veh-km).

25 **User Monetary Cost**

26 The user monetary cost covers many factors, in which fuel cost, vehicle maintenance and repair
27 cost, and kilometer-based vehicle depreciation cost compose a distance-based operation cost al-
28 lowing to be assigned on each link.

29 Fuel consumption and fuel price affect a vehicle's fuel cost. California Department of
30 Transportation (7) measured the fuel efficiency varying with speed from 8 to 128 km/h (5 to 80
31 mph) giving the pattern of how driving speed affects fuel consumption. A polynomial regression
32 model was then proposed to estimate the pattern which illustrates that travel speed is the determi-
33 nant for fuel efficiency and explains it quite well (R^2 : 0.96). Applying the TomTom speed data,
34 a link-based fuel consumption is simply measured according to the regression results. The annual
35 average gasoline retail price is used to monetize the fuel consumption (Data Source: US Energy
36 Information Administration (46)).

37 Barnes and Langworthy (3) gave a full estimation of the vehicle maintenance and repair
38 costs as well as the vehicle depreciation cost due to additional mileage being driven. According to
39 Consumer Price Index (CPI) in motor vehicle maintenance and repair, we give the vehicle main-
40 tenance and repair costs for city driving is \$0.0311/km and for highway driving is \$0.0274/km in
41 2014. The distance-based vehicle depreciation cost is \$0.0483/km for city driving and \$0.0411/km
42 for highway driving based on the CPI in new and used motor vehicles.

43 Combining those three factors, our estimates show the average link-based user monetary

44 cost on the Twin Cities road network is \$0.219/veh-km. As expected, highways (\$0.142/veh-km)
 1 are much cheaper than other surface roadways (\$0.227/veh-km), and driving in the core cities
 2 (\$0.239/veh-km) causes a slightly higher monetary cost than other urban (\$0.217/veh-km) and
 3 rural areas (\$0.210/veh-km).

4 Other user monetary cost factors, including time-based vehicle depreciation costs, finance
 5 charges, insurance, vehicle registration fees, e.g., compose a time-based operation cost, which is
 6 approximately \$4,021/year in addition to the parking cost and MnPASS tolls if needed for the case
 7 of Minnesota.

8 **Infrastructure Cost**

9 Infrastructure cost mainly includes capital expenditure, maintenance and service, administration
 10 and miscellaneous, highway law enforcement and safety, interest, and bond retirement. Levinson
 11 and Gillen (21) proposed models predicting total expenditures on infrastructure as a function of
 12 price inputs, travel-related inputs, and network variables specific to road classifications. Accord-
 13 ingly, we collect highway infrastructures and travel data from US Department of Transportation,
 14 Office of Highway Policy Information, Policy and Governmental Affairs (44) showing the corre-
 15 sponding annual statistics broken down by state and functional system, price of labor from US
 16 Department of Labor, Bureau of Labor Statistics (40), and price of materials from US Department
 17 of Transportation, Federal Highway Administration (41). Applying the same format of regression
 18 models, average and marginal infrastructure costs per vehicle-kilometer were measured for both
 19 short run and long run scenarios, where the short run scenario considers the maintenance, admin-
 20 istration, and operation costs, while the long run scenario considers the annualized capital cost in
 21 addition.

22 Based on the estimates, the link-based infrastructure cost on the Twin Cities road network
 23 is shown in Table 1. As expected, the infrastructure cost is much higher on highways than other
 24 types of roads as the highway infrastructure expenditures are much higher.

TABLE 1 : Average Infrastructure Cost on the Twin Cities Road Network by Link Type (\$/veh-km)

Road Types	Long run		Short run	
	Average	Marginal	Average	Marginal
Highways	0.145	0.059	0.064	0.032
Minor Arterials	0.021	0.018	0.003	0.002
Collectors	0.032	0.027	0.005	0.004
Local Roads	0.035	0.030	0.002	0.002

25 **LINK-BASED INTERNAL AND FULL COST ESTIMATES**

26 Table 2 summarizes the average internal cost by road type and area type, and the percentage of cost
 27 allocations for different cost components of the internal cost. The estimates show that the average
 28 internal cost of travel is \$0.64/veh-km. 94% of links have an internal cost less than \$1.00/veh-km.

29 Driving on the highways is much cheaper than other roads from the perspective of internal
 30 cost. The mean value of the internal cost for highways is \$0.46/veh-km, while for other surface

TABLE 2 : Link-based Internal Cost Estimates (\$/veh-km)

		Internal Cost	Percentage of Cost Allocation			
			Time	Emission	Safety	Money
Road Types	Highway	0.46	52.49%	0.19%	2.54%	31.05%
	Other Surface Road	0.66	59.37%	0.14%	6.34%	34.37%
Area Types	Core Cities	0.75	61.68%	0.23%	6.39%	31.69%
	Other Urban Area	0.63	59.92%	0.13%	5.80%	34.14%
	Rural Area	0.57	56.38%	0.06%	6.90%	36.66%
All Links		0.64	59.48%	0.14%	6.22%	34.17%

1 roadways is \$0.66/veh-km. For all types of roads, however, time cost is the dominant cost compo-
 2 nent for the internal cost, which accounts for more than 50% of the total. Monetary cost shares a
 3 large percent of the internal cost as well, around 30% or more. Comparatively, emission cost and
 4 safety cost share lower proportions.

5 From the aspect of area types, the estimates show that driving on roads in the core cities is
 1 more expensive from an internal cost perspective than other areas. The mean value of internal cost
 2 for roadways in the core cities (\$0.75/veh-km) is much higher than in other urban (\$0.63/veh-km)
 3 or rural areas (\$0.57/veh-km). For all type of areas, similarly, time and monetary costs are the
 4 determinant factors of the internal cost.

5 Figure 7 gives the spatial distribution patterns of the link-based internal cost estimates.

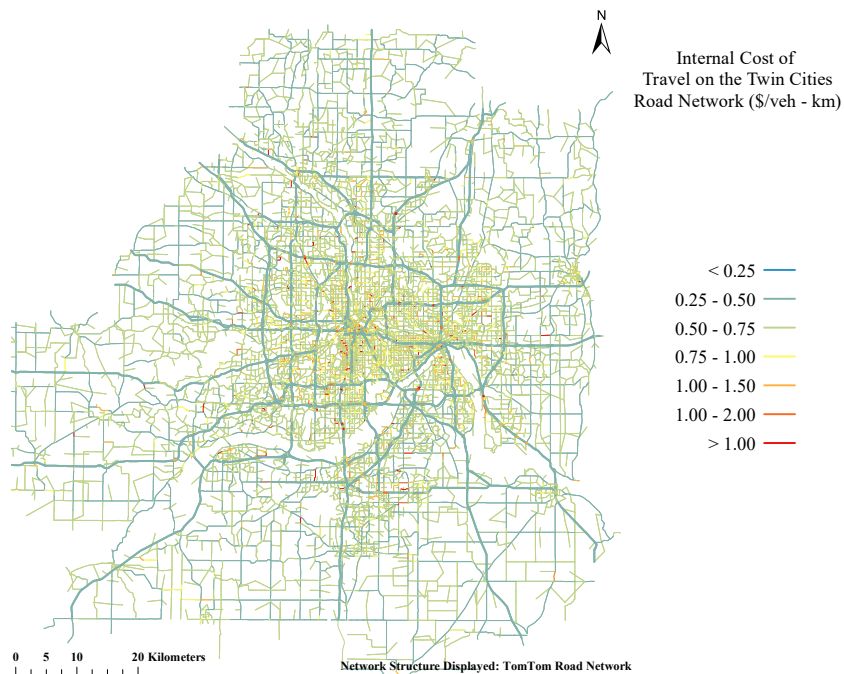


FIGURE 7 : Internal Cost Per Vehicle-Kilometer on Each Link of the Twin Cities Road Network (\$/veh-km)

6 Table 3 illustrates the average full cost by road type and area type, and the percentage of
 7 cost allocations among different cost components in the full cost. It indicates that the mean value
 8 of full travel cost for all link segments in the Twin Cities is approximately \$0.68/veh-km. Most
 9 links (93.6%) have a full cost less than \$1.00/veh-km.

TABLE 3 : Link-based Full Cost Estimates (\$/veh-km)

		Full Cost	Percentage of Cost Allocation				
			Time	Emission	Safety	Money	Infrastructure
Road Types	Highway	0.54	43.91%	2.18%	2.12%	24.20%	18.38%
	Other Surface Road	0.69	56.67%	2.99%	6.05%	29.97%	4.57%
Area Types	Core Cities	0.80	58.40%	3.99%	6.05%	27.33%	4.23%
	Other Urban Area	0.67	56.48%	2.94%	5.47%	29.45%	5.65%
	Rural Area	0.60	53.77%	1.98%	6.58%	32.07%	5.60%
All Links		0.68	56.29%	2.96%	5.88%	29.57%	5.30%

11 (\$0.54/veh-km) is much cheaper than on other surface roadways (\$0.69/veh-km) from the full
 12 cost perspective. Comparing locations, the average full cost for the roadways in the core cities
 1 (\$0.80/veh-km) is much higher than in other urban (\$0.67/veh-km) or rural (\$0.60/veh-km) areas.

2 For all types of roads, the time and monetary costs are the dominant components of the
 3 full cost. In addition, the infrastructure cost of highway links shares a large proportion, as well as
 4 the time and monetary costs. Note that part of the infrastructure cost has already been internalized
 5 through fuel taxes, vehicle sales taxes, or vehicle registration taxes.

6 The spatial distribution patterns of the link-based full cost estimates are displayed in Figure
 7 8.

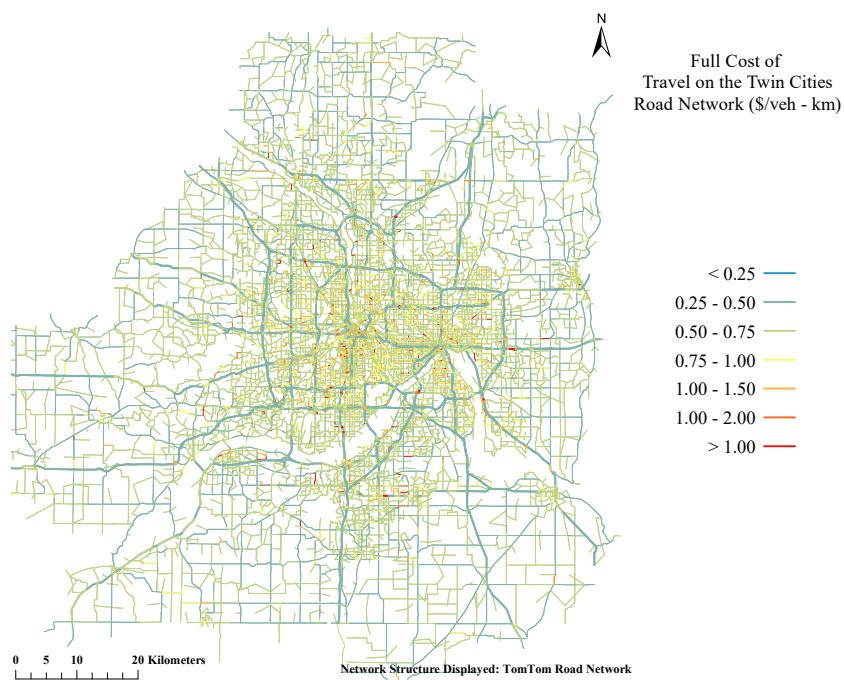


FIGURE 8 : Full Cost Per Vehicle-Kilometer on Each Link of the Twin Cities Road Network (\$/veh-km)

8 CONCLUSION

9 This study develops a link-based full cost model, which identifies the key cost components of
 10 urban traveling, distinguish the internal and external versions of cost, and gives a link-based cost
 11 estimate for the Twin Cities metropolitan area. The key cost components considered are time,
 12 safety, emission, user monetary and infrastructure costs.

13 The estimates show that, in the Twin Cities, the mean value of the full travel cost is ap-
 14 proximately \$0.68/veh-km, and 93.6% of links have a full cost less than \$1.00/veh-km. Time
 15 cost and monetary cost are the determinants for travelers' full cost, which account for about 85%
 16 of the total. Crash cost and emission cost share lower proportions, which makes it unlikely that
 17 travelers will shift their route significantly to account for safety or emission. Comparatively, the
 18 average internal travel cost is about \$0.64/veh-km, which implies an un-internalized external cost

19 of \$0.04/veh-km. The amount is small compared to the full cost. However, external costs should
20 still be internalized.

21 Comparing road types, mostly, highways are cheaper than other surface roadways from
1 the perspective of travelers. However, the infrastructure costs of highways are much higher than
2 surface roads, which reveals a cost-benefit trade-off of highway construction. Comparing with
3 locations, link segments in the core cities have a higher travel cost for all different cost components
4 than other urban and rural areas.

5 A wide range of applications for the full cost analysis is expected, on which an input of
6 travel cost is required. For instance, in mode choice modeling, travel cost, including travel time,
7 is a critical characteristic expressing the utility of transport services, which allows to measure
8 the probability of choosing a given mode (4). Generally, the travel cost in the utility function
9 captures the internal version of cost. Incorporating the external travel cost is capable of changing
10 the observed utility and affecting the mode choice accordingly. We expect that considering the full
11 cost of travel, including both internal and external cost, would lower the probability of choosing
12 auto. It is valuable to evaluate the extent of the effects. We think evaluation of accessibility using
13 the full costs of travel is likely to be more socially efficient than simply considering internal costs.
14 (10)

15 The cost analysis conducted in this study is a population-weighted average without consid-
16 ering the effects of personal characteristics. The time cost was measured based on a standard value
17 of time which reflects Minnesota's average income rate. The true time value of individual travel-
18 ers may differ from the standard one as it highly depends on travelers' income. Crash frequency
19 and crash severity are estimates based on statistical models, which vary significantly according to
20 individual driving behaviors. An aggressive driver may have a higher crash risk. In addition, unit
21 crash cost factors, like the quality of statistical life, may be affected by age and income as well. The
22 exposure allowance of on-road travelers, used for emission cost estimates, differs from the average
23 intake fraction depending on factors like age or health conditions. For instance, children and the
24 elderly may have a higher internal emission cost than the average, and even higher than the exter-
25 nal cost. For the monetary cost, vehicle model and age are the determinants, which are also highly
26 related to income. Future research should consider personal characteristics for an individual-based
27 cost analysis, and provide appropriate adjustment factors for different age and income categories.

28 Future studies should also extend the full cost analysis to other modes, e.g. transit and
29 bicycle, to identify the internal and external costs from the perspective of passengers or bicyclists.
1 A full-benefit analysis could be conducted for modes as well. It is believed that, for instance, health
2 is improved by walking and biking. Happiness might also vary by modes, and so could be reflected
3 in different ways of assessing the value of time. The access provided by transport benefits more
4 than just the traveler.

5 **AUTHOR CONTRIBUTION STATEMENT**

6 Mengying Cui: Literature search and review, data collection and analysis, manuscript writing

7 David Levinson: Framework building, manuscript editing

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