



WASHINGTON STATE ROAD USAGE CHARGE

Steering Committee Briefing Book
November 9, 2016

Briefing Book in Support of November 9, 2016 Meeting

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Section 1: Introduction

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Purpose of This Briefing Book

This briefing book is provided to Washington Road Usage Charge (RUC) Steering Committee members in preparation for the November 9, 2016 meeting. The reading materials within this document provide details on corresponding topics to be reviewed and discussed at the meeting. During the meeting, slide presentations will provide a summary of each topic (but not repeat everything), so it will be helpful for members to have read the content of the briefing book prior to the meeting.

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Overview of Briefing Book Contents

Section 1 summarizes principles for evaluation of the RUC pilot project, the process that will be used to develop and implement evaluation measures, and the proposed evaluation measures. The evaluation measures will be discussed and finalized at the Steering Committee meeting on November 9, 2016.

Section 2 provides a summary of the operational concepts that will be tested in the pilot project, and summarizes key project assumptions, unless directed otherwise by the Steering Committee.

Section 3 provides background information and recommendations for the number and geographic distribution of participants in Washington's pilot project.

Section 4 is the draft recruiting strategy for pilot participants. The purpose of these materials is to articulate a clear strategy that will result in up to 2,000 vehicles being ready take part in Washington's pilot project.

Section 5 is the communications plan to support the launch of the pilot project. It provides overall guidance on the goals, principles, audiences, and platforms for communications efforts in the pre-launch period (October 2016 through Fall 2017).

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Section 2: Washington Pilot Evaluation

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Road Usage Charge Pilot Purpose

A pilot project is an opportunity to gather information about and evaluate the performance of a prospective RUC policy for Washington. To make the most of this opportunity, it is critical to develop and agree on evaluation measures that capture the key points of interest for members of the Legislature, Governor, RUC Steering Committee, and Transportation Commission. Evaluation measures will allow final pilot design, implementation, and ongoing operational decisions to reflect the priorities of decision-makers regarding information needs from the pilot.

This section summarizes principles for evaluation, the process to develop and implement evaluation measures, and the proposed evaluation measures. The evaluation measures will be presented and finalized at the Steering Committee meeting on November 9, 2016. As you review this briefing material, consider the following questions:

- ▶ Should any proposed evaluation measures be removed (e.g., for redundancy, impracticality of measurement, or lack of usefulness to policy makers)?
- ▶ Should any evaluation measures be added that would be helpful to policy makers?
- ▶ Does each evaluation measure concisely and adequately reflect the purpose of the pilot and the informational needs of the Steering Committee and the Legislature?

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Principles for Evaluation

Below are three principles adopted by the Commission staff and consultant team in developing draft evaluation measures for Steering Committee consideration.

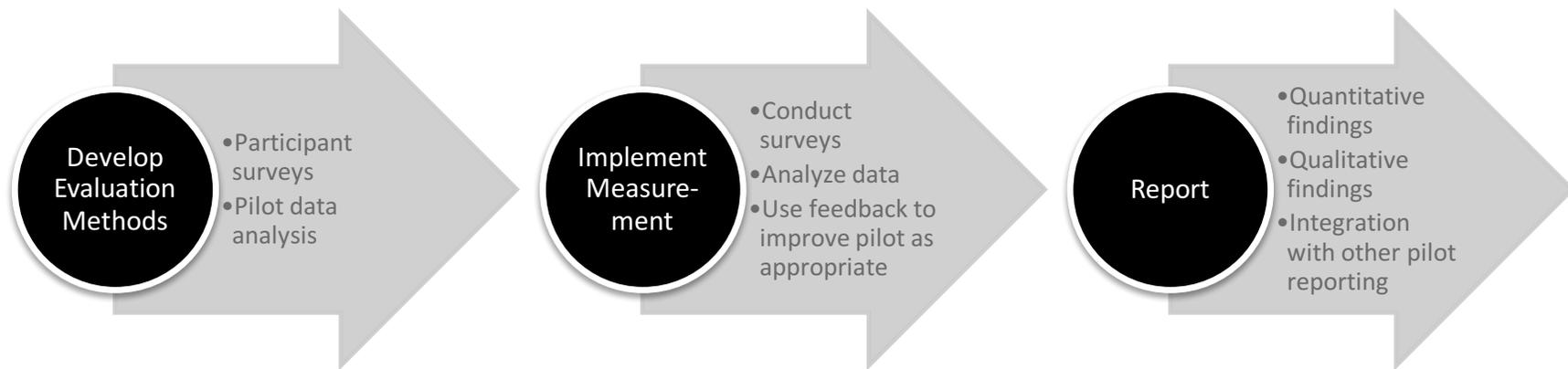
- ▶ **Address the Steering Committee’s guiding principles.** The guiding principles (listed on page 10) are broad policy statements agreed to at the outset of the Steering Committee’s work in 2013 and reaffirmed in 2015. Conveniently, there is a strong alignment between the Steering Committee’s guiding principles and the grant requirements in the FAST Act, which provided Federal funding for Washington’s pilot. By focusing on these principles, the evaluation can focus on the most important open policy questions that the pilot can address for decision-makers.
- ▶ **Be measureable.** Many policy questions can be analyzed outside the scope of a pilot project. In fact, these have been the subject of the last several years of Steering Committee work: analysis of operational concepts, RUC financial performance, legal questions (e.g., bonding, use of revenues), and phasing alternatives. However, some policy questions remain, notably motorist acceptance factors. These are best addressed through direct experience in a pilot environment. The evaluation measures for the pilot focus on these open policy questions, so the pilot design can focus on how to generate information that addresses open questions. The success of the pilot itself lies in its ability to provide information to address these questions.
- ▶ **Be concise.** To be useful to Steering Committee members, Commissioners, and ultimately legislators and the Governor, evaluation measures should be thorough but also comprehensible. There should be as few evaluation measures as possible, but they should address all key policy questions and guiding principles.

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Evaluation Process

After the conclusion of the Steering Committee meeting on November 9, 2016, the final evaluation measures will be used to carry out the following next steps in the evaluation process:

- ▶ Develop methods for collecting and analyzing from the pilot. These will consist primarily of surveys of pilot participants and analysis of data generated by the pilot.
- ▶ Conduct surveys and collect pilot data in conjunction with operating the pilot. Where appropriate, use feedback from the surveys and data analysis to make adjustments that improve pilot operations.
- ▶ Analyze the data collected and incorporate findings into overall project results, which will be reported to the Steering Committee and the Commission.



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Inputs to Evaluation Measures

Several pieces of background information used to help draft evaluation measures are summarized below.

- ▶ Steering Committee guiding principles, adopted in 2013 and reaffirmed in 2015. These were the most important inputs as they directly reflect the interests of Washington stakeholders and policy makers.
- ▶ Criteria used in Section 6020 of the FAST Act for any pilots or demonstrations funded by the Federal government. These were secondary inputs, but nonetheless important due to the need to satisfy Federal criteria for use of pilot funds. Conveniently, as shown in the table on the next page, most of the Federal criteria coincide with Steering Committee guiding principles.
- ▶ Measures and criteria used to evaluate pilots in California and Oregon as well as the live RUC system in New Zealand. These inputs were tertiary and used only when appropriate or helpful. However, each jurisdiction is at a distinct stage of development: New Zealand has a mature RUC system, Oregon has a small system only recently implemented, and California is conducting a pilot test. Moreover, each jurisdiction has unique policy outputs desired from its RUC system or pilot that differ from the policy outputs sought by Washington.

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RUC Steering Committee Guiding Principles and Fast Act Criteria

Guiding Principle	Objective	Related Criteria from FAST Act Section 6020
Transparency	A road usage charge system should provide transparency in how the transportation system is paid for.	Public acceptance
Complementary policy objectives	A road usage charge system should, to the extent possible, be aligned with Washington's energy, environmental, and congestion management goals.	Congestion mitigation (if appropriate)
Cost-effectiveness	The administration of a road usage charge system should be cost-effective and cost efficient.	Cost of system administration
Equity	All road users should pay a fair share with a road usage charge.	Income equity, geographic equity, urban vs. rural equity
Privacy	A road usage charge system should respect an individual's right to privacy.	Protection of personal privacy
Data Security	A road usage charge system should meet applicable standards for data security, and access to data should be restricted to authorized people.	Reliability and security of technology
Simplicity	A road usage charge system should be simple, convenient, transparent to the user, and compliance should not create an undue burden on motorists.	Ease of compliance
Accountability	A system should have clear assignment of responsibility and oversight, and provide accurate reporting of usage and distribution of revenue collected.	Implementation
Enforcement	A road usage charge system should be costly to evade and easy to enforce.	Auditing and enforcement
System Flexibility	A road usage charge system should be adaptive, open to competing vendors, and able to evolve over time.	Use of independent third-party vendors
User Options	Consumer choice should be considered wherever possible.	Flexibility and user choice
Interoperability and Cooperation	A Washington RUC system should strive for interoperability with systems in other states, nationally, and internationally, as well as with other systems in Washington. Washington should proactively cooperate and collaborate with other entities that are also investigating road usage charges.	Interoperability
Phasing	Phasing should be considered in the deployment of a road usage charge system.	N/A

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Draft Proposed Pilot Evaluation Measures

Draft evaluation measures organized by each guiding principle have been developed. In total, there are 23 draft evaluation measures across the 13 guiding principles. Note that we do not recommend pilot evaluation measures for three of the guiding principles (cost-effectiveness, system flexibility, and phasing) for reasons stated in the table on the following page.

As presented elsewhere in this briefing material, the proposed pilot involves five regions of the state, each with a unique set of characteristics, unique policy questions to address, and therefore unique pilot objectives: Central Puget Sound, Northwest Washington (includes international interoperability with Surrey, BC), South-Central Washington, Southwest Washington (includes interstate interoperability with Oregon), and Southwest Washington. The evaluation measures proposed on the next page are intended to cut across the five distinct regions. Examples of the cross-cutting nature of the evaluation measures are listed below.

- ▶ Urban vs. suburban vs. rural equity will be based on data collected from all regions and compared.
- ▶ Enforcement effectiveness will be based on survey data collected from all regions and compared.
- ▶ Data related to interoperability will be derived from the Bellingham-Surrey and Vancouver-Portland regions. Evaluation will focus on two aspects of interoperability: (1) participants' experiences and understanding of it, and (2) the relative level of effort required to achieve it.

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Draft Proposed Pilot Evaluation Measures (continued)

Guiding Principle	Evaluation Measures
Transparency	<ol style="list-style-type: none"> 1. Change in participant understanding of gas tax rate, collection method, and use 2. Change in participant understanding of RUC rate, collection method, and use
Complementary policy objectives	<ol style="list-style-type: none"> 3. Impact of pilot on driving habits of participants 4. Impact of pilot on stated vehicle purchasing preferences of participants
Cost-effectiveness	<p><i>As a small-scale effort, the pilot project will not itself generate data that can be evaluated for cost-effectiveness. We recommend that information from the pilot be used to refine and update the RUC business case analysis.</i></p>
Equity	<ol style="list-style-type: none"> 5. Total and per-mile RUC vs. gas tax paid by urban, suburban, vs. rural status of participant 6. Total and per-mile RUC vs. gas tax paid by participant income 7. Total and per-mile RUC vs. gas tax paid by in-state vs. out-of-state participants 8. Participant expectations and before-and-after perceptions of RUC equity relative to gas taxes
Privacy	<ol style="list-style-type: none"> 9. Participant perception of privacy protection, including any changes in perception during the pilot 10. Relative ability of mileage reporting methods to protect participant privacy
Data Security	<ol style="list-style-type: none"> 11. Participant perception of data security, including any changes in perception during the pilot 12. Relative ability of mileage reporting methods to provide data security
Simplicity	<ol style="list-style-type: none"> 13. Time and indirect costs expended by participants to comply with pilot tasks 14. Participant understanding of compliance requirements
Accountability	<ol style="list-style-type: none"> 15. Clarity of assignment of responsibility and oversight 16. Accuracy of reported road usage, revenue collected, and revenue distributed
Enforcement	<ol style="list-style-type: none"> 17. Participant perceptions of relative effectiveness of enforcement methods in maintaining compliance 18. Relative level of effort of enforcement methods (if tested) to implement and operate on a small-scale basis
System Flexibility	<p><i>In a short-term pilot project, long-term system flexibility cannot be effectively measured. We recommend outside policy analysis to address this principle.</i></p>
User Options	<ol style="list-style-type: none"> 19. Participant overall satisfaction and relative satisfaction with choices available in the pilot project 20. Reason for participant preferences of various mileage reporting methods
Interoperability and Cooperation	<ol style="list-style-type: none"> 21. Relative level of effort (staff time and direct costs) to achieve interoperability with (Oregon) and without (British Columbia) real money transactions 22. Participant understanding of interoperable RUC 23. Relative ease of compliance for interoperability test participants vs. others
Phasing	<p><i>We do not recommend any evaluation measures for the pilot project itself that address phasing; instead, information from policy analysis, legal analysis, and business case analysis can inform this guiding principle.</i></p>

Section 3: Pilot Concept of Operations

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Introduction: What is a Concept of Operations?

This briefing book contains a condensed version of the Washington State RUC Pilot Concept of Operations (ConOps) for Steering Committee review and input to open design questions.

The Concept of Operations is a description of how Washington’s RUC will operate during the pilot project. The document is non-technical and presented from the viewpoints of the various stakeholders. This document provides a bridge between the broad policy goals that motivated the pilot project, and the specific technical requirements that are important at the operational level. There are several reasons for developing a Concept of Operations.

- ▶ Achieve stakeholder agreement on how the system is to be operated, who is responsible for the required pilot functions, and identifying the necessary lines of communication.
- ▶ Define the high-level system approach and highlight advantages over other approaches.
- ▶ Define the environment in which the system will operate.
- ▶ Derive high-level requirements, especially user requirements.
- ▶ Provide the criteria to be used for validation of the completed system.

This summary of the ConOps compiles information on the Steering Committee’s pilot design questions into a single technical document. It presents the planned pilot implementation of the ConOps, and in doing so, provides background for the Steering Committee to address several *pilot design questions*. This document begins with the historical background and policy directions given by the legislature. It then proceeds to describe the Operational Concepts (methods of mileage recording and payment) as they will be implemented in the pilot. It concludes with descriptions of Usage Scenarios—how pilot participants will interact in several contexts.

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Pilot Design Questions for Steering Committee Review

The pilot design questions below may rise to the policy level, requiring Steering Committee input. Explanations of each question are provided here, with assumptions on the next page. The Steering Committee should keep these questions in mind while reviewing this section.

#	Pilot Design Question	Explanation of Question
1	Who operates accounts? Will there be both public and commercial account management? Which operational concepts will be supported by the different account managers (organizations that run participant accounts)?	Will the Account Managers be acting in the name of Washington State, or will they be allowed to act as independent vendors in support of the state program, but branded under their own name? If the latter, which Operational Concepts will Account Managers be allowed to support under their own names?
2	Should RUC enforcement be simulated in the pilot? If so, what activities will it comprise?	Should the project team monitor activities that would constitute violations (intentional or not), and if so, what are the consequences to participants?
3	If simulated enforcement is included, should simulated penalties/citations be included in the pilot?	If simulated enforcement is included, when violations occur, should mockup penalty notices be issued?
4	Which Operational Concepts should be interoperable with Oregon and Surrey participants?	Which of the Operational Concepts will support interoperability with Oregon and with Surrey participants?
5	Should there be an option for private roads to be automatically credited as free travel?	Private roads are not state maintained, and thus not supported by the gas tax. In case of a RUC, drivers may request refunds or credits for travel on private roads.
6	Will RUC invoice payments be simulated? If yes, how?	When invoices are sent, should participants be required to make simulated invoice payments (via a fake credit card number or fake cash) to demonstrate how payments might be made, or is an invoice sufficient?
7	What are the duration(s) for Time Permits and Odometer Charge readings?	What duration(s) should Time Permits be issued for in the pilot? How frequently should Odometer Charge users have to report mileage?
8	Which technologies should support Automated Distance Charge: on-board diagnostic (OBD-II) devices, telematics, smartphone?	Of the three technologies that support Automated Distance Charge, which should be included in the pilot?
9	What should be the basis of the Time Permit rate for the different lengths of Time Permits?	How should the price of a Time Permit be set, given that it allows driving unlimited mileage?
10	Do participants on a Time Permit receive a separate tax credit for fuel consumed?	Should Time Permit users be able to earn fuel tax credit based on miles traveled or actual fuel consumed?

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Pilot Design Assumptions for Steering Committee Review

Project team assumptions and rationale for these assumptions are presented below. Steering Committee review and approval will be sought during the November 9 meeting.

#	Pilot Design Question	Assumption	Reason
1	Who operates accounts? Will there be both public and commercial account management? Which operational concepts will be supported by the different account managers (organizations that run participant accounts)?	A state account manager operates Time Permit and Odometer Charge; a Commercial Account Manager operates Automated Distance Charge	Time Permit and Odometer Charge do not support provision of value added services to users. Automated distance charge does, and doing so supports the "open market" concept.
2	Should RUC enforcement be simulated in the pilot? If so, what activities will it comprise?	Yes; violation detection and compliance reminders	Enforcement is a core part of the system
3	If simulated enforcement is included, should simulated penalties/citations be included in the pilot?	No	Issuance of mock penalties/citations is likely to cause confusion, since the pilot test is strictly voluntary.
4	Which Operational Concepts should be interoperable with Oregon and Surrey participants?	OBD-II device with GPS	Location data are needed to detect state borders for full interoperability
5	Should there be an option for private roads to be automatically credited as free travel?	Yes, at least as an option	There may be demand for this feature in a future RUC system.
6	Will RUC invoice payments be simulated? If yes, how?	No	Payments are a familiar activity for volunteers that don't provide insights into RUC policy.
7	What are the duration(s) for Time Permits and Odometer Charge readings?	30-day and 90-day Time Permits; Odometer Charge reporting required at 90 days	Multiple reporting periods are desirable, but not so frequent as to be burdensome to participants.
8	Which technologies should support Automated Distance Charge: on-board diagnostic (OBD-II) devices, telematics, smartphone?	OBD-II and Smartphone	Telematics is only supported by limited number of vehicles, and it does not include location awareness for interoperability.
9	What should be the basis of the Time Permit rate for the different lengths of Time Permits?	98th percentile of vehicles – 35,000 miles per year multiplied by the mileage rate	Rate should be high enough to discourage overuse & maintain revenues.
10	Do participants on a Time Permit receive a separate tax credit for fuel consumed?	No	Credit could exceed value of Time Permit. Permit should be priced to include a standard credit.

Background: Evolution of Washington’s RUC ConOps

Time Period	Action
Spring 2012	The State Legislature’s 2011-2013 Supplemental Transportation Budget contained a proviso directing the Washington State Transportation Commission to investigate the feasibility of transitioning from the fuel tax to a road usage charge.
Spring 2013	The Legislature expanded the Steering Committee’s scope to develop detailed Operational Concepts, examine policy issues more deeply, and perform a business case evaluation.
December 2013	The Steering Committee concluded that a business case exists to pursue further study of road usage charging. ¹
Spring 2014	The Legislature directed the Steering Committee to, among other things, develop a Concept of Operations (ConOps) based on preferred Operational Concepts.
July 2016	The Steering Committee and the Commission issued recommendations to move forward with a pilot project to evaluate RUC in Washington

¹Washington State Transportation Commission, “Washington State Road Usage Charge Assessment, Business Case Evaluation Final Report,” January 7, 2014.

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Policy Direction: Pilot Objectives

This version of the ConOps has been updated from the earlier version to meet the pilot objectives outlined below by the Steering Committee and the Commission.

- ▶ Determine public acceptance factors for the RUC concept
- ▶ Evaluate user experience and the response to different Operational Concepts and mileage reporting technologies
- ▶ Evaluate the technical and operational feasibility and viability of a RUC system
- ▶ Examine the revenue potential and benefits of the new system compared with gas tax revenues
- ▶ Understand different costs associated with the RUC program
- ▶ Test an open system design that is technology neutral and allows entry of multiple Operational Concepts and technologies
- ▶ Test interoperability of RUC system with that of neighboring states and Canada
- ▶ Demonstrate the ability to handle data securely and protect privacy of motorists
- ▶ Provide pilot participants with choices regarding Operational Concepts and mileage reporting technologies
- ▶ Assess viability and cost-effectiveness of each Operational Concept through measurable outputs
- ▶ Understand operational aspects of the program; identify corresponding issues and provide a quantitative basis for recommendations
- ▶ Demonstrate transparency/auditability of system

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Operational Concepts for RUC Collection

This ConOps summary includes the following Operational Concepts chosen by the Steering Committee:

- ▶ Operational Concept A – Time Permit
- ▶ Operational Concept B – Odometer Charge
- ▶ Operational Concept C – Automated Distance Charge

Note: the original fourth Operational Concept, Smartphone, is reclassified as a technology—one of three possible technologies to support the Automated Distance Charge, the others being OBD-II device and telematics.

For each Operational Concept, the briefing book describes the experience of the pilot participant and for the pilot team (the combination of state officials and consultants that are operating the pilot). For the Automated Distance Charge, the briefing book also describes the experience of the Commercial Account Management (CAM), the private company tasked with operating the Automated Distance Charging Operational Concepts.

The descriptions in this briefing book are summary, high-level descriptions—not all details are included in the descriptions here. The complete ConOps document will contain full details.

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Operational Concept A: Time Permit

Pilot Participant Perspective

After being selected for the pilot, the participant enrolls using an online form provided by the project team, and can then choose an Operational Concept. To purchase a Time Permit, the participant will select Time Permit on the project website, or alternatively, make the purchase over the phone. The participant may have the opportunity to provide current odometer reading for research purposes. At the time of purchase, the participant is notified of the reminders that will be sent (typically by e-mail: one week before expiration, day of expiration, one week after expiration, etc.)

Once the permit is purchased, the participant drives, without any mileage recording or limits, until a reminder comes to purchase a new permit. Once that reminder comes, the participant purchases a new permit or if the participant forgets to buy a new one, receives more reminders after the permit is expired.

Pilot Team Perspective

The pilot team is responsible for making sure that the Time Permit can be purchased using the project website. The pilot team is also responsible for: verifying that every vehicle has enrolled in an Operational Concept; providing a customer service line to assist those that are having issues with enrollment; sending reminders to increase compliance, including when participants let the Time Permit expire without purchasing a new one.

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Operational Concept B: Odometer Charge—Participant Perspective

After being selected for the pilot, the participant enrolls using an online form, and can then choose an Operational Concept. The participant signs up for the Odometer Charge online, either for the mobile phone version or the DOL subagent version.

- ▶ If the participant signs up for the mobile phone version, the participant receives instruction on how to use their mobile phone to take a photo of the Vehicle Identification Number (VIN) and odometer and submit them. After initial transmission, the participant must submit new photos of the odometer, once every three months. Based on Federal Highway Administration 2014 *Highway Statistics*, Washington drivers average 2,250 miles over a three-month period.
- ▶ If the participant signs up for the DOL subagent version, the participant has one month to go to any of the specially selected DOL subagents for the initial odometer reading. At the subagent's retail counter, the participant is provided a camera phone and instructed how to use it. The subagent also records the odometer reading from the picture taken by the participant using the subagent's phone. The participant will need to report odometer readings in the same manner every three months and visit the DOL subagent one final time at the end of the pilot.² It is expected that very few people will select this variation of the Operational Concept.

² The three-month interval is an initial design decision subject to further conversation with DOL and involved subagents.

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Operational Concept B: Odometer Charge—Pilot Team Perspective

The pilot team is responsible for the following in general:

- ▶ Making the Odometer Charge available for purchase using the project website
- ▶ Verifying that every vehicle has enrolled in an Operational Concept
- ▶ Sending reminders to increase compliance, including sending reminders if participants do not submit their odometer readings at three-month intervals

In addition, the pilot team is responsible for testing that the mobile phone technology solution complies with all requirements, and verifying that DOL subagents know how to use the technology and can assist participants appropriately.

For participants who select the mobile phone technology, the pilot team must manage the participant's data; and ensure that all participants receive reminders to take pictures from the mobile app provider.

For participants who select DOL subagent assistance solution, the pilot team must manage the participant data (just as they do for the mobile phone solution); and administer reminders to participants.

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Operational Concept C: Technologies for Automated Distance Charge

There are three technologies that may be selected for Automated Distance Reporting. This page provides a brief summary of the participant's experience.

1. **OBD-II Device**—the pilot participant receives the OBD-II device in the mail. The pilot participant then installs it their vehicle's OBD-II port using the provided instructions. The participant may call the helpline at any time.
2. **Telematics**—To use telematics, the pilot participant must have a vehicle that is on the short list of supported vehicle makes and models; the participant must have a subscription to the automotive company's telematics system; the participant must create an account on the telematics system; and the participant must provide that information to the account manager. The telematics system described here does not support use of location data—it reports odometer data only.
3. **Smartphone**—the Automated Distance Charge via smartphone uses a photo of the vehicle's odometer as a backup or verification of mileage driven, but the smartphone app determines when the participant is driving out-of-state. The smartphone must be in the car, powered on, and paired with vehicle, for example using Bluetooth.

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Operational Concept C: Automated Distance Charge

Pilot Participant Perspective

The pilot participant must create an account with an account manager by providing contact information, VIN, and initial vehicle odometer reading. The pilot participant must set up the mileage reporting technology (plug in the OBD-II device; set up the mobile phone app; or set up a telematics login and provide their details to account manager). The pilot participant receives a RUC invoice once a month. For OBD-II devices, pilot participants may also opt in to get value added services.

Pilot Team Perspective

The pilot team is responsible for verifying that all participants are signed up with an account manager. The pilot team is also responsible for testing that the account manager is complying with requirements and the pilot team must manage the data received from the account manager.

Commercial Account Management (CAM) Perspective

- ▶ Manage participant accounts—support account creation, modification, and deletion
- ▶ Distribute OBD-II devices to participants; distribute mobile phone software; and support provision of a telematics interface
- ▶ Process mileage data from OBD-II devices, mobile phone, and telematics
- ▶ Provide value added services where offered and available
- ▶ Provide invoices to participants

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Introduction to Usage Scenarios

Usage scenarios are descriptions of the major events that will occur in the lifecycle of the pilot. The following usage scenarios cover that lifecycle in the pilot and are included below:

- ▶ Pilot Participant Sign up—Enroll a Pilot Participant
- ▶ Pilot Participant Sign up—Enroll a New Vehicle
- ▶ Change Operational Concepts
- ▶ Road Usage (Driving)
- ▶ Calculate Road Usage Charges
- ▶ Provide RUC Invoices
- ▶ De-enrolling a vehicle from the pilot
- ▶ Enforcement
- ▶ Manage Failure Conditions

Each scenario contains the following sections, except for Enforcement and Manage Failure Conditions, which are structured slightly differently.

1. **Context**—a brief summary of what is happening in the scenario
2. **Pilot Participant Activities**—what actions the pilot participant takes during the scenario
3. **Pilot Team Activities**—what actions the pilot team takes during the scenario
4. **Commercial Account Management (CAM) Activities**—what actions the Commercial Account Manager takes during the scenario. This section is not included in scenarios in which Commercial Account Management is not involved.

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Usage Scenario: Pilot Participant Sign Up—Enroll a Pilot Participant

Context: Once Pilot Participants have chosen to enroll in the pilot project,³ they should be able to easily provide any needed participant demographic data, and complete any needed information releases and participant agreements. Then, they should easily be able to learn about: the road usage charging program; what vehicle models and model years are liable for the charge; the available account management and mileage reporting options. Finally, they should easily be able to sign up for their preferred Operational Concept for each vehicle that they enroll in the pilot.

Pilot Participant Activities: After being recruited, the volunteers need to agree to participate: they should provide any needed participant demographic data, and complete any needed information releases and participant agreements. Then Pilot Participant must learn about the road usage charge program through the website or by calling the pilot participant helpline. The Pilot Participant then selects and signs up for their preferred Operational Concept (or Concepts, if they enroll multiple vehicles).

Pilot Team Activities:

- ▶ Design and keep up-to-date a user-friendly website with an easy-to-use volunteer signup form (including information requests, information releases, and a participant agreement), as well as complete information on how the program operates.
- ▶ Operate a road usage charge pilot participant helpline telephone service.
- ▶ Provide a web-based means of signing up for all Operational Concepts.

³ This Usage Scenario covers the enrollment step after participants have been recruited for the project.

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Usage Scenario: Pilot Participant Sign up—Enroll a New Vehicle

Context: A Pilot Participant enrolls one or more vehicles in the pilot.⁴

Pilot Participant activities:

Once Pilot Participants have chosen an Operational Concept for their vehicles, they need to enroll each vehicle and set up an account with an account manager. If the Pilot Participant chooses Operational Concept C (Automated Distance Charge), they must obtain a mileage reporting device from the account manager to be installed in the vehicle.

Pilot Team Activities:

Record the vehicle information and associate it with the Operational Concept chosen by the pilot participant. For Operational Concepts A and B, the project team may need to maintain specific vehicle records (Operational Concept C will be operated by a Commercial Account Management entity).

Commercial Account Management Entity Activities:

A Commercial Account Management (CAM) entity will set up a new account for any Pilot Participant that opts for Operational Concept C (Automated Distance Charge) and selects the CAM as its service provider.

For Operational Concept C, the CAM provides a mileage reporting device to the Pilot Participant if the Participant does not use a smartphone application or in-vehicle telematics technology.

⁴ The number of vehicles a participant is allowed to enroll may be subject to limits. No final decisions have been made at this time.

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Usage Scenario: Change Operational Concepts

Context: This scenario occurs when a pilot participant decides to change their Operational Concept.

Pilot Participant Activities: Submit request to the current account manager to change Operational Concepts. Perform any closeout activities required by the account manager. Sign up for new Operational Concept, repeating many of the same activities required during initial enrollment.

Pilot Team Activities:

- ▶ Approve procedures account managers will use when processing change of Operational Concepts;
- ▶ Provide a method for official odometer readings (by DOL subagents and/or smartphone app) if desired;
- ▶ Perform accounting associated with changing Operational Concepts, including recording odometer readings as necessary; and
- ▶ Send final invoices for Operational Concept B.

Commercial Account Management (CAM) Entity Activities:

- ▶ A CAM will assist with closing out the mileage payment under Operational Concept C for any Pilot Participant that switches from Operational Concept C to an alternate Operational Concept; and
- ▶ A CAM will set up a new account for any Pilot Participant that opts into Operational Concept C and selects the CAM as its service provider.

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Usage Scenario: Road Usage (Driving)

Context: The participant drives, and mileage traveled is recorded for the Pilot Participant's enrolled vehicle(s).

Pilot Participant Activities

- ▶ The Pilot Participant's vehicle is used on the road network.
- ▶ Pilot Participants using Operational Concept C with devices on which location data is always being registered are not charged for driving out of state⁵ or on private in-state roads.
- ▶ Pilot Participants on Operational Concept C with devices that allow location data to be switched on and off must ensure that their GPS location data is enabled so that they will not be charged for driving out of state⁶ or on private in-state roads.

Pilot Team Activities

Receive and process road usage data.

Commercial Account Management (CAM) entity activities:

Receive and process data regularly from the mileage reporting devices.

⁵ If Pilot Participants opt in to this aspect of the pilot test, Participants who drive into Oregon or British Columbia may be charged for mileage driven within those jurisdictions at the road usage charge rate set by those jurisdictions, as part of the interoperability testing of this pilot project. Consistent with the overall pilot project, no actual money will be paid or owed to these jurisdictions; this is a simulation only.

⁶ See footnote 2 above.

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Usage Scenario: Calculate Road Usage Charges

Context: This scenario addresses how road usage charges are calculated.

Pilot Participant Activities: None

Pilot Team Activities:

- ▶ Operational Concept A: Not applicable – all participants enrolled in Operational Concept A (Time Permit) pay the same flat fee.
- ▶ Operational Concept B: The Account Manager computes the charge by multiplying the distance traveled since the last odometer reading by the per-mile rate. Charge calculation/invoicing is expected every 3 months. Operational Concept B accounts for fuel taxes by assuming that the EPA combined city/highway fuel economy for the vehicle is achieved, on average, for all miles. The amount of fuel taxes on this presumed fuel usage is calculated and then credited against the per-mile rate in computing the RUC amount owed.

Commercial Account Management (CAM) Entity Activities

- ▶ Operational Concept C: The CAM computes the RUC charge as follows:
 - > Calculate number of taxable miles by state for states participating in the pilot by removing any nontaxable mileage (private road or public road) from miles driven on those states.
 - > Calculate (if data from device are available) or estimate fuel consumed by state.
 - > Multiply the number of taxable miles in each state where RUC is owed by the per-mile rate in each state; and the fuel gallons consumed in each state by the state fuel tax rate
 - > Sum up RUC owed and fuel tax credits earned
 - > The total amount owed by the participant is equal to the total RUC owed for each state minus the total fuel tax credits earned in each state.

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Usage Scenario: Provide RUC Invoices

Context: Once the RUC charge is calculated, the Pilot Participant is invoiced.

Pilot Participant Activities: Receive invoice from the Account Manager.

- ▶ Operational Concept A (Time Permit): The RUC Administration invoices the Pilot Participant for the entire amount due for the Time Permit when the Pilot Participant signs up for Operational Concept A and upon renewal of each following period.
- ▶ Operational Concept B (Odometer Charge): The RUC Administration invoices for the entire estimated amount due for the odometer charge period at the time the Pilot Participant signs up for Operational Concept B and upon renewal of each following period.
- ▶ Operational Concept C (Automated Distance Charge): The account manager (either the RUC Administration or a private Commercial Account Manager) invoices the Pilot Participant periodically (e.g., monthly or quarterly) on the mileage driven in the prior period.

Pilot Team Activities:

- ▶ For Operational Concept A, the pilot team invoices the Pilot Participant when each Time Permit is purchased.
- ▶ For Operational Concept B the pilot team invoices the Pilot Participant when participant provides the odometer reading.

Commercial Account Management (CAM) entity activities:

- ▶ For Operational Concept C, if the system includes CAMs, these entities will invoice customers for miles driven on a monthly or quarterly basis.

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Usage Scenario: De-enrolling a Vehicle

Context: A RUC Payer wishes to withdraw from the pilot or to de-enroll his vehicle(s) from the pilot. The RUC Payer is responsible for notifying the Project Team or the commercial account management entity.

Pilot Participant Activities: The Pilot Participant has to notify the Account Manager and/or the Pilot Team or the commercial account management entity at the time of the de-enrollment event (change of vehicle enrolled in pilot, vehicle sale, out-of-state transfer, theft, or destruction). If possible, report final odometer reading.

Pilot Team Activities: Process de-enrollment requests from participants and from account managers. Ensure the participant is sent a final invoice. In case of change of vehicle requests, ensure that participant can add new vehicle to pilot smoothly.

Commercial Account Management Entity Activities: Process de-enrollment requests from participants. Ensure the participant is sent a final invoice. In case of change of vehicle requests, ensure that participant can add new vehicle to pilot smoothly. If supported by the CAM, the new vehicle and old vehicle may be able to be handled on the same invoice during the period of vehicle change.

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Usage Scenario: Enforcement

There are four possible enforcement sub-scenarios that the Steering Committee may consider for inclusion in the pilot.

1. The Pilot Participant does not renew a Time Permit (Operational Concept A)

The project team must ensure that the Pilot Participant continues to receive reminder messages to renew the Time Permit.

2. The Pilot Participant provides an inaccurate odometer reading

If the project team discovers an inaccurate odometer reading,

3. The Pilot Participant removes a mileage reporting device (Operational Concept C)

The Commercial Account Manager must detect devices removed for

4. The Pilot Participant does not pay an invoice

The Pilot Team and/or the CAM must detect the lack of virtual payment (if simulated payments are mandated in the pilot project) and send reminders to the Participant until the invoice is paid.

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Usage Scenario: Manage Failure Conditions

The pilot will test the reliability of the RUC system and will therefore manage failure conditions of road charging detecting/reporting technology.⁷ Mileage reporting hardware should include diagnostics to indicate failure conditions. The RUC Administration system should have a self-evaluation function that displays key performance indicators on a dashboard. When failures occur, the system should be able to continue functioning, albeit in a potentially degraded manner. The failure conditions included here represent the most likely possibilities. As-yet unknown failure possibilities may also exist.

Operational Concept A (Time Permit): No known failure conditions.

Operational Concept B (Odometer Charge):

- ▶ Odometer failure: Participant should report odometer failure, use last officially recorded mileage, plus an amount extrapolated from previous driving data.
- ▶ Unintentional reporting of wrong mileage: Pilot team or CAM should detect quickly, request that Participant re-enter mileage data.

Operational Concept C (Automated Distance Charge):

- ▶ Mileage recording device loses communications or defective device—CAM should replace promptly.
- ▶ Failure at account management system—all systems should have frequent data backups and redundancy built in.

⁷ Other organizational/administrative failures are also possible. The scope of this section is limited to failures of mileage reporting technology.

Section 3: Pilot Participant Distribution

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Objective of This Section

This briefing book section is intended to provide background information and recommendations for the number and distribution of participants in the Washington RUC Pilot Project. In 2014, the Steering Committee and the Commission recommended a pilot that focuses on several regions of the state. This section starts from that foundation and, along with information from Washington's Federal grant proposal, makes more detailed recommendations regarding the boundaries of those five regions and the types of participation sought in each one.

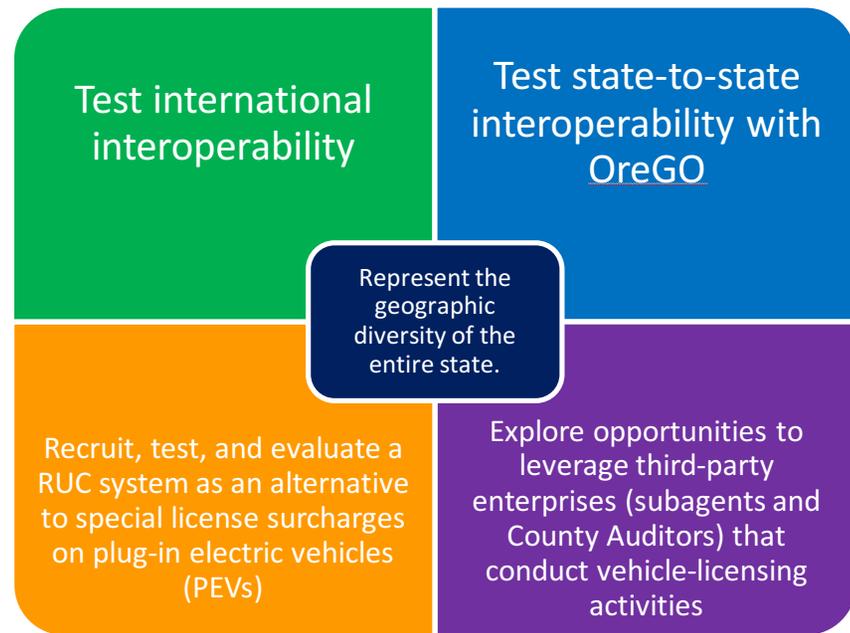
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Project Features Drive Decisions About Participant Characteristics

The proposed pilot put forth in Washington State’s Federal grant application has several innovative, first-in-the-nation features. These features drive decisions about the location and characteristics of pilot participants. The graphic below summarizes four unique features of Washington’s pilot (the four corners) along with a cross-cutting a preference to represent the geographic diversity of the entire state (the center box).

The recommended regions proposed for recruiting pilot participants are designed to achieve the following:

- ▶ Support these four key pilot features.
- ▶ Reflect the geographic, economic, and demographic diversity of the state. Housing and employment patterns, income, ethnicity, and age distributions were all considered to ensure the target regions are defined in a way that they contain a sufficiently large and diverse pool of prospective participants.
- ▶ Leverage pre-existing regional boundaries to efficiently leverage pre-existing communications channels for recruitment of participants by pilot partners and stakeholders (e.g., MPO, RTPO, legislative, and media market boundaries).



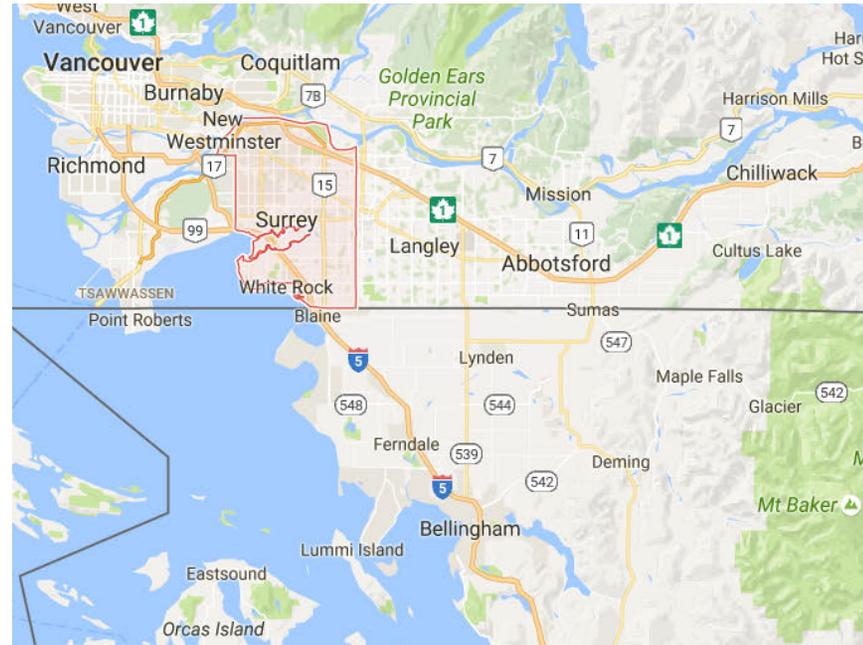
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Test International Interoperability with Surrey, BC

1

A key partner in the Washington RUC Pilot is the city of Surrey in British Columbia, Canada. Officials in Surrey are interested in recruiting residents to participate in the pilot for the purpose of testing both technological and (simulated) financial interoperability across the international border. Surrey residents' travel into Washington will be measured and reported, and selected⁸ Washington residents' travel into British Columbia will be measured and reported.

In order to test interoperability in both directions, it is necessary to define one of the five target regions as including the part of Washington containing the land port of entry most likely to be utilized by passenger vehicles traveling between Washington and Surrey. In 2015, U.S. Customs and Border Protection reported 4.2 million passenger vehicle entries at the Blaine, Washington port of entry. The second most-used crossing is Point Roberts, with just over one million passenger vehicle entries in 2015.



⁸ To participate in the international interoperability test, Washington residents must select a mileage reporting method that is capable of automatically distinguishing between the different jurisdictions.

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Test Interstate Interoperability with the OreGO Program in Oregon

2

A second key feature of the pilot is to test technological and financial interoperability with Oregon DOT's OreGO system. As with the international element of the pilot, it makes sense to define one of the pilot's target regions to include this area of high cross-border traffic.



Much of the central and eastern parts of both states are sparsely populated with relatively little cross-border traffic. Therefore, efforts to recruit both OreGO participants and Washingtonians who might engage in cross-border travel should be focused on

Southwest Washington (the Portland-Vancouver area). The Oregon DOT will be a significant partner in this aspect of the pilot in testing interoperability on a cash transaction basis between Washington's RUC pilot and the OreGO program. Due to the complexities introduced by the real payments aspect of this portion of the pilot, we recommend recruiting 20 Oregonians who meet the following criteria:

- ▶ Are currently enrolled in OreGO
- ▶ Have a GPS-enabled mileage reporting device
- ▶ Drive into Washington at least occasionally and preferably on a regular basis
- ▶ Are willing to participate in Washington's pilot (this is critical since the Washington/Oregon component of the pilot will exact "real" payments from participants⁹).
- ▶ A large number of OreGO participants is not required since this feature is a proof-of-concept for financial interoperability.

⁹ All funds sent by OreGO participants to Washington will be refunded at the conclusion of the pilot; funds paid by Washington residents will be "seeded" by the pilot project.

Recruit, Test, and Evaluate a RUC System as an Alternative to Special Surcharges on Plug-in Electric Vehicles (PEVs)

3

The Seattle Electric Vehicle Association (SEVA) will be engaged to help recruit EV drivers in order to ensure the pilot addresses this third innovative pilot feature. While its membership can be found throughout Washington, SEVA is based in Seattle, and a majority of its members can be found in the Puget Sound region.

To ensure an adequate number of PEVs are enrolled to test RUC as an alternative to special surcharges, we recommend working with SEVA to recruit a minimum of 25 PEVs from the Seattle area. However, to allow room for PEV drivers from other regions of the state, while maintaining a good mix of vehicle types and ages, we recommend capping SEVA participation at 100 vehicles.



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Partner with the Department of Licensing and Subagents and County Auditors to Assist in administering the Odometer Charge

4

A key partner in the pilot is the Washington Department of Licensing (DOL), which is responsible for maintaining the state’s vehicle registration database. DOL utilizes a network of County Auditor offices and private sector commercial enterprises referred to as “subagents” to administer vehicle registration, titling, and other licensing services. A key feature of this pilot project is to explore the opportunities presented by this pre-existing arrangement to reduce the administrative costs associated with reporting odometer reads in a RUC system.

There is at least one County Auditor or vehicle licensing subagent in each county. In developing the five target regions for the pilot, a key goal is to ensure the location and type of subagent office(s) is adequate to support at least some pilot participants in each region.

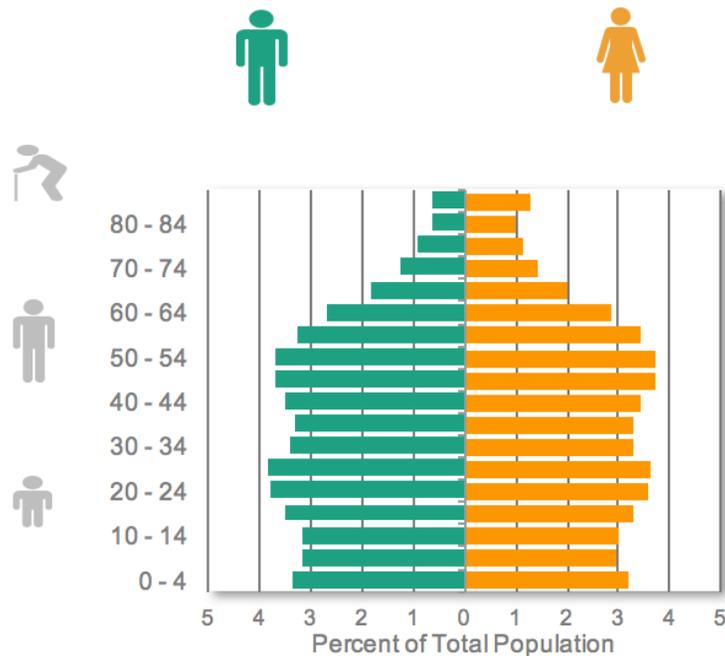
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Represent the geographic diversity of the entire state

5 It is important that the five regions selected for the pilot are collectively representative of the state as a whole. Washington has a diversity of demographic, geographic, and economic characteristics, and the five target regions must be able to reflect that diversity. Geographically, about 84% of Washington’s population of nearly 6.9 million is concentrated in urbanized areas.

Demographically, in the last decade, Washington has attracted new residents in the 20-34 age brackets, due in large part to fast growth in its information technology and biotechnology sectors.

Age and Sex Composition, 2010



Economically, Washington also enjoys tremendous diversity within its 66,456 square miles. Key industry sectors include agriculture, information technology, tourism, and energy production.

The recommended target geographic regions are defined and summarized on the next two pages. They were defined to ensure a potential participant pool with diverse economic situations, geographic settings, types of employment, and ages.

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Recommended Definitions of Pilot Recruiting Regions

The five regions for the Washington RUC Pilot Project are defined as follows:

- ▶ Central Puget Sound. This region has the majority of the state's population and will provide perspectives from primarily urban and suburban drivers regarding RUC. It also includes the largest concentration of PEV drivers in the state.
- ▶ Eastern Washington. This region includes Spokane and Pullman, and features a fair amount of cross-border travel to Idaho. It includes a mixture of urban, suburban, and rural residents.
- ▶ Northwest Washington. Recruiting from this region will include primarily rural residents but will have a special focus on the international interoperability aspects.
- ▶ South-Central Washington. This region will provide a mixture of urban (Tri-Cities) and rural drivers from surrounding counties.
- ▶ Southwest Washington. This region will provide primarily urban drivers in a region with a high volume of cross-border travel with Oregon.

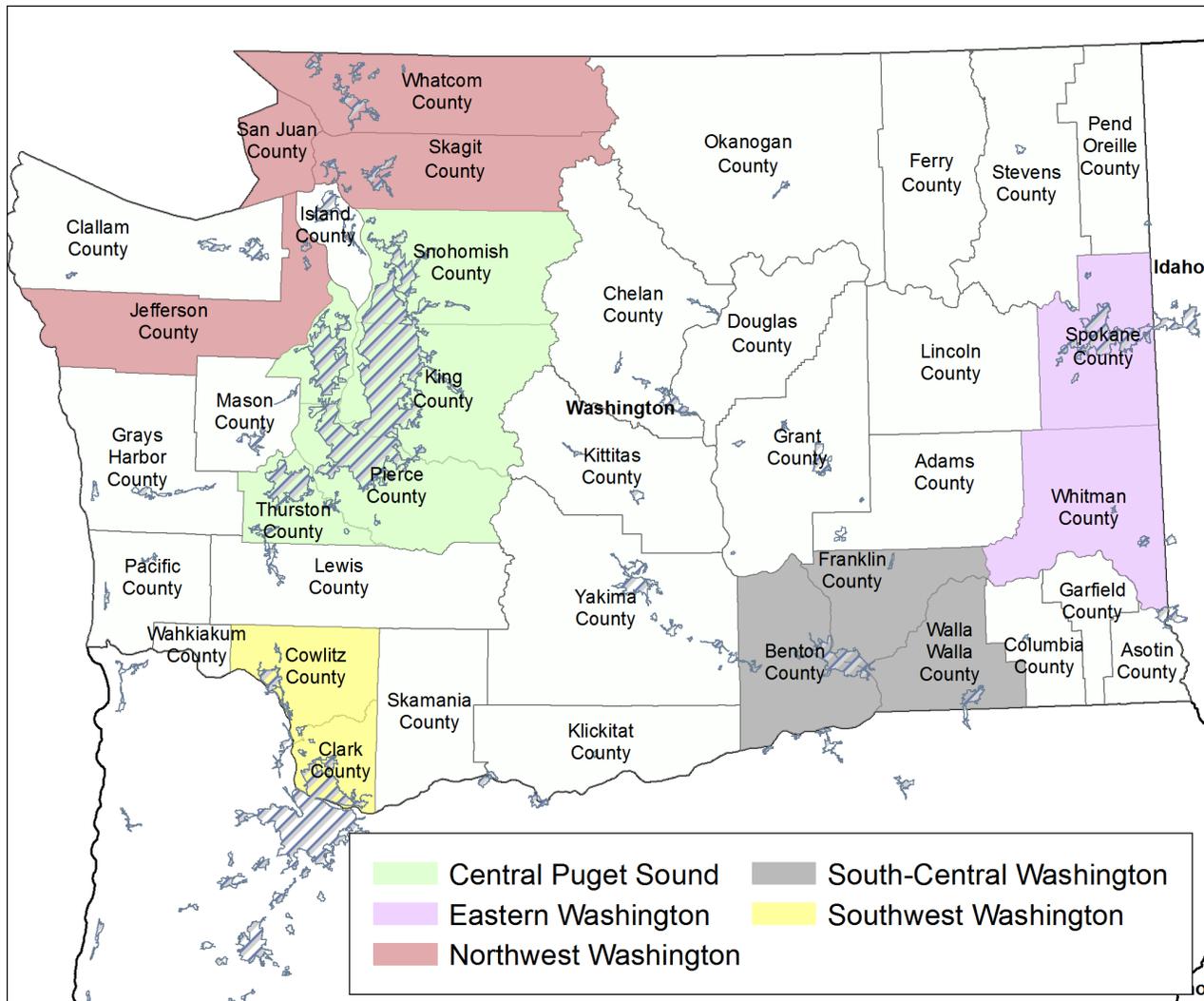
The boundary definitions of each region are presented in the map on the next page. Collectively, these five regions capture the economic, geographic, and demographic diversity of Washington. In addition, they allow for ease of recruiting participants and deploying systems to test key feature of the test, including interstate and international interoperability, PEV surcharge alternatives, and DOL subagent collaboration.

Note: These definitions do not preclude participation by residents of other areas of the state. However, they allow for focused recruitment activities in these regions to fulfill specific pilot features. In addition, they allow for focused deployment of DOL subagents in areas where high concentrations of participants will reside to more efficiently operate the Odometer Charge concept.

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Recommended Definitions of Pilot Recruiting Regions

The map below summarizes the five regions targeted for pilot participant recruitment. Collectively, these five regions help to fulfill the four unique features of Washington’s pilot.



Section 4: Recruiting Strategy

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Associated Documents

The Pilot Participant Recruiting Plan is a component of a much larger communications effort. A number of other components of the communications workstream are related to this plan, and provide additional detail about some media and outreach strategies incorporated as part of the recruitment effort.



▶ Website Communication Plan



▶ Media Strategy



▶ Outreach Strategy

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Background on Pilot Participant Recruitment

Road Usage Charge (RUC) provides an alternative to the current transportation funding method and increases driver awareness of how much are spending to maintain their roads and highways because they pay based on how much they drive, rather than how much gas they consume.

The Goal: Recruit up to 2,000 vehicles from diverse locations in Washington to participate in a test of RUC methods. In addition to vehicles from Washington, up to 200 vehicles from Surrey, BC will be invited to participate in the pilot, and approximately 20 from Oregon's OreGO program.

The key recruiting challenge is that the general population does not know how their roads are currently funded, that revenues are not sustainable, or what a RUC is. It is important to walk people through a logical sequence of actions toward understanding the challenges and creating a willingness to participate in testing this potential new system is important.

The overarching goal of this section is to articulate a clear strategy that will result in vehicles being ready to take part in Washington's pilot project. To achieve this, the following activities are key to success:

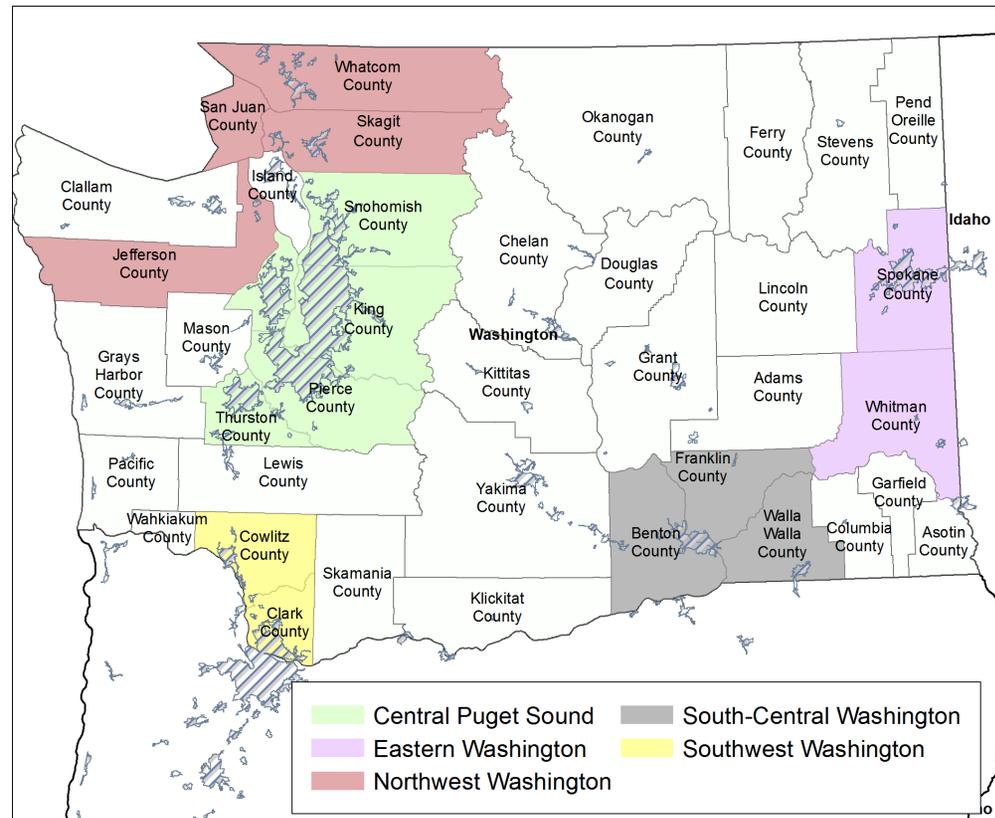
- ▶ Define channels for sharing facts about the pilot project
- ▶ Identify key partners in recruitment efforts
- ▶ Raise public and stakeholder awareness about the need for a long-term transportation funding solution and that a RUC may be a potential successor to the gas tax
- ▶ Provide interested volunteers with basic information that describes what they will be required to do as a participant in the pilot, and when they will need to do it

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Recruiting by the Numbers

To ensure that pilot participation is consistent with the goals set forth in Washington’s Federal grant application and by the Steering Committee and the Commission, the pilot will feature a maximum of about 2,200 vehicles, organized as follows:

- ▶ Up to 200 participants from Surrey, British Columbia
- ▶ Up to 20 participants from Oregon
- ▶ At least 25 plug-in electric vehicles (PEVs) recruited in cooperation with the Seattle Electric Vehicle Association (ceiling of 100)
- ▶ Up to 2000 participants recruited from 5 regions of Washington (including PEVs recruited in cooperation with SEVA):
 - > Central Puget Sound
 - > Northwest Washington (includes the International Interoperability test zone)
 - > South-Central Washington
 - > Southwest Washington (includes the primary Interstate Interoperability test zone)
 - > Eastern Washington



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Framework for Participant Recruitment

The pilot participant recruitment strategy is designed to provide potential volunteers with information about the project that spurs people in the target regions to participate. This strategy features key influencers such as members of the Steering Committee and WSTC to act as ambassadors for the pilot. They will be asked to highlight the benefits of testing RUC and invite Washingtonians to be a part of something historic, since Washington’s pilot will be the first to test interstate interoperability with actual money, and will be the first in the world to test international interoperability.

The central hub of volunteer identification and management is the pilot project website’s **Interest List**. As the pilot moves from Phase 0 (where we are now) into Phase 1, the website will extend from being an information repository to a tool the public can use to interact with the pilot, including to indicate interest.



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RUC Ambassadors Are the Most Important Part of the Recruitment Strategy

The single most important component of the pilot recruiting strategy is the concept of a RUC Ambassador. These are people who have opportunities to meet with policy makers, members of the media, and stakeholders, and who are equipped to make presentations about the pilot to a variety of audiences. In the beginning, RUC Ambassadors are drawn from the membership of the Steering Committee, the Commission, and WSDOT. Throughout Phase 1, this core group of Ambassadors will be tasked with recruiting additional RUC Ambassadors through interaction with partner organizations and one-on-one briefings with key influencers in Washington.

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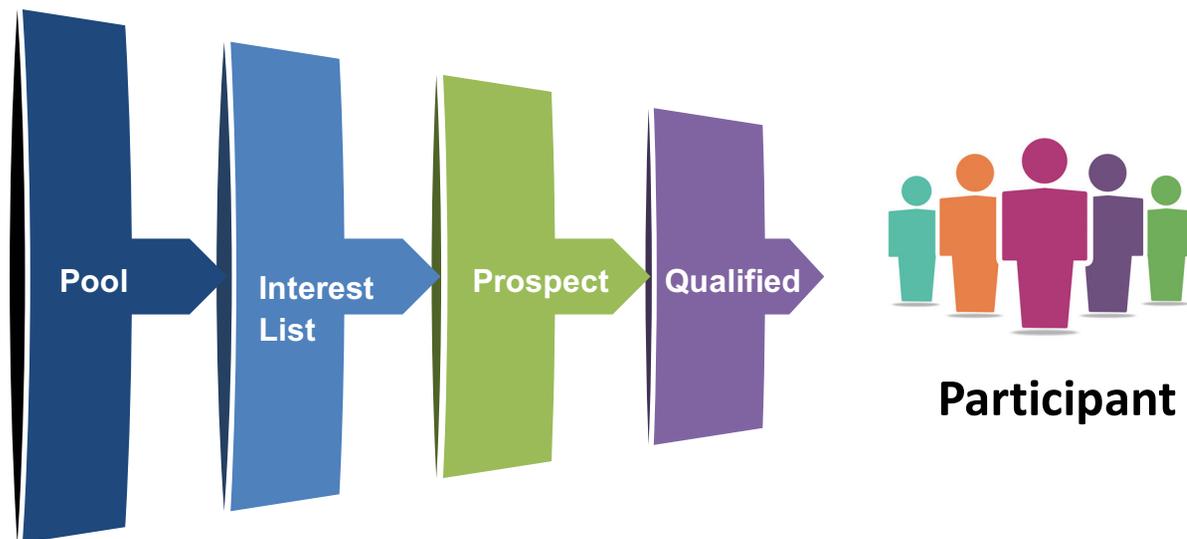
The Recruiting Pipeline

While recruiting limits (2000 in Washington) reflect the maximum number of *vehicles* that can be supported in the pilot, this recruiting plan focuses on recruiting *people* who will enroll their vehicles into the pilot. In most cases we expect that one recruited person will translate into one participating vehicle, although there may be some circumstances in which it is desirable for a single person to bring more than one vehicle into the pilot.

Recruiting participants into the pilot requires that individuals move through a series of stages, from gaining awareness of the pilot to developing an interest to committing to participate. A successful recruiting effort must move people through those stages and convert them from “interested bystander” in a large pool of potential participants to active participant. Not everyone will complete the journey. At each stage, some people drop off. The number of people that successfully complete the move from one stage to the next is referred to as the **conversion rate**. Based on experience with other pilots and with recruiting people into traditional volunteer activities, the conversion rate from “pool” to “participants”

is likely to be somewhere between 5% and 15%.

The recruiting pipeline starts out with a **pool** of potential participants. Examples of methods used to reach this pool are news stories (both



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The Recruiting Pipeline (continued)

print and television), social media, utilizing partner email lists, and presentations by pilot ambassadors at conferences, meetings, and other events.

The next stage in the recruiting pipeline is to convert a portion of the pool to members of the pilot ***interest list***. It is imperative that every recruiting event, presentation, briefing, and news story tell people how to sign up on the interest list on the pilot project website. When potential volunteers sign up for the interest list, they can choose to receive periodic updates on pilot activities, including recruiting emails, and they can indicate whether they are interested in being a volunteer.

The Interest List functionality of the pilot website, including ability to indicate volunteer interest, sign up for email updates, and share information via social media, should be compete in early 2017.

In order to ensure the interest list process is as simple and straightforward as possible, and to encourage as many people as possible to engage early in the pilot, the on-line signup should request only a limited amount of information, including:

- ▶ First name
- ▶ Email address
- ▶ ZIP code
- ▶ Interest in being a volunteer (this can be changed by the subscriber at any time)
- ▶ Interest in receiving emails or newsletters about the pilot (this can be changed by the subscriber at any time)

In Q3 of 2017, the pilot team will reach out to interest list members that have indicated they are interested in participating in the pilot. This group is referred to as ***prospects***. These prospects will be

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The Recruiting Pipeline (continued)

asked to provide demographic information, as well as details about the number and type of vehicles they would want to enroll in the pilot. The pilot team will sort through the responses to identify potential volunteers in the five target regions. These individuals will be deemed **qualified** and invited to enroll one or more vehicles, at which point they finally become a **participant**. Because a small number of people may enroll more than one vehicle, the number of participating people is likely to be slightly less than the number of vehicles.



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Assets That Support Recruiting Efforts

A wide range of paper and digital products support the recruiting effort. These are referred to throughout this document as “assets”. Assets should be customized to specific audiences and purposes, but there is a core set of assets that can be mixed-and-matched to create recruiting “toolkits.”

	Pilot Website and Interest List		Email newsletters		Pilot Twitter account
	News Releases		e-newsletter copy for partners and stakeholders		PowerPoint presentations
	Op-Ed copy		Printed media (FAQs, posters, postcards)		Paper Interest List
	Interviews with WSTC and Steering Committee members		Ambassador Talking Points		

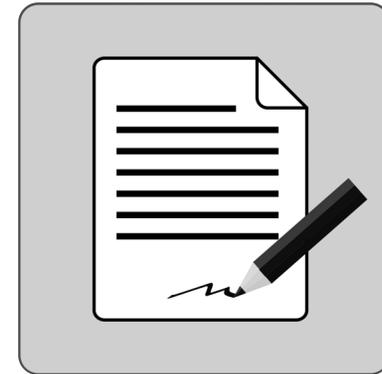
For the remainder of this section, we discuss five recruiting streams and identify assets that can be deployed in each. Those assets are the ones listed above -- the idea is not to develop unique

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Assets Support Recruiting Efforts (continued)

assets to each stream but to develop one core set that is easily customizable and flexible enough to be used in different contexts and different media.

One important asset that supports several of the recruiting streams is an old-fashioned paper sign-up list. While we will strive to make excellent information about the pilot available through the website and make it easy for people to subscribe to the interest list on-line, it is also critical to capture interest at the source when making presentations or otherwise engaging with the public. Ambassadors should avoid saying “go to the website to do that,” and instead take the sign-up sheet to meetings to let people know they can get more information by filling it out – just their name, email address, and ZIP code. When the meeting is over, the list should be sent to the project team to be converted to the on-line interest list. The new interest list member will also receive a welcome email. Ambassadors can send the list by mail, email, or by snapping a (good quality) photo on your mobile phone and emailing the picture to the project team.



Finally, every asset – newsletter, tweet, PowerPoint presentation, news release, etc. – must contain a link to the pilot website interest list. This requirement means the basic website, with interest list signup, must be stable and live prior to the beginning of Phase 1 recruiting outreach.

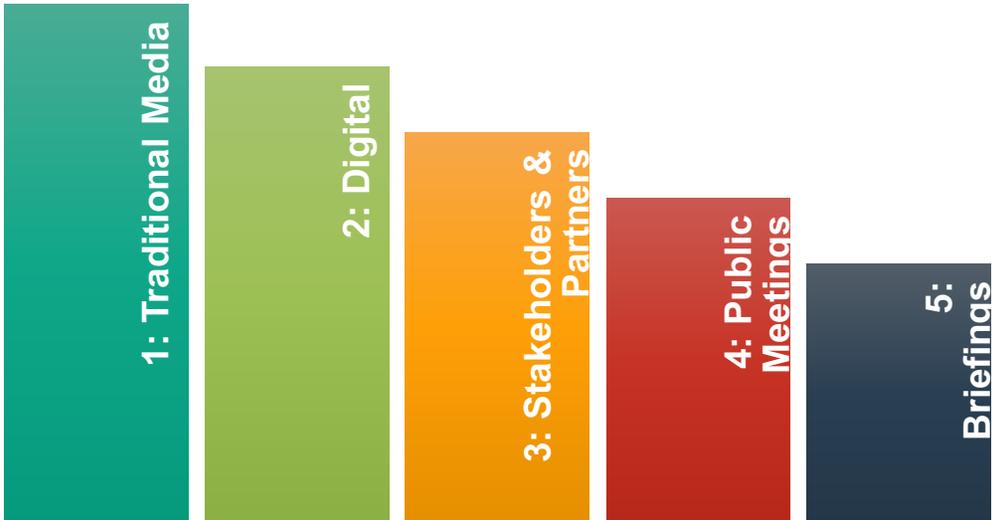
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Recruiting Streams

Five recruiting “streams” have been identified through which the pilot team and RUC ambassadors can reach out to potential volunteers and induce them to sign up on the interest list. The first two (traditional media and digital) are designed to provide general information to wide audiences and strongly leverage activities described in the Media Strategy and Website Communications Plan documents. The other three (stakeholders & partners, public meetings, and briefings) deliver more specific information to targeted audiences, in addition to being conduits for general pilot information. Each of these streams is described in the following pages.

These recruiting streams are not audiences or recruiting assets – they are means of reaching different audiences and disseminating recruiting assets.

*Recommendation: **develop recruiting “toolkits” targeted to each recruiting stream.** Examples of assets that would be included in each toolkit are basic PowerPoint presentations about the pilot, publication-ready newsletter copy, social media copy, and elevator speeches.*



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Recruiting Stream 1: Traditional Media

The “traditional media” recruiting stream leverages mass media outlets such as television, newspaper, and radio to provide general information about the pilot. It is important that coverage be balanced and fact-based. Crafting clear, brief, and compelling news releases and fact sheets encourages outlets to report on initiatives.

Phasing

The traditional media stream carries throughout all pilot phases, starting in Pilot Phase 0 (now) and continuing through the completion of the active pilot (Phase 2).

In Phase 0, the primary activities undertaken through the traditional media stream have the goals of educating and informing the public about the road funding challenge and the purpose of the pilot. These activities continue through Phase 1, but with the added goal of encouraging Interest List signups, especially in March-June of 2017.

During Phase 1 and 2, news releases should be distributed to all major markets prior to each major pilot milestone, such as:

- ▶ Official launch of the full pilot website (start of recruitment effort)
- ▶ Selection of pilot service and technology providers
- ▶ Beginning of pilot enrollment
- ▶ Official start of the “test drive”
- ▶ Pilot conclusion

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Recruiting Stream 1: Traditional Media (continued)

During Phase 0 and Phase 1, targeted news releases should be distributed to local media prior to any public meeting or event at which the pilot will be discussed, and after any meeting at which significant decisions about the pilot are made.

Finally, during Phase 1, a concerted effort should be made by members of the Steering Committee and the Commission to meet with selected newspaper editorial boards to discuss the pilot, with the goal of generating editorial support.

Target Audience

Traditional media targets a very wide swath of the general population and typically has broad geographic coverage. As such, messaging should be general and fact-based in nature, and not assume any prior knowledge of transportation funding or RUC.

Assets

The types of assets that support engagement through traditional media channels include:

- ▶ News releases
- ▶ Op-ed copy
- ▶ Ambassador talking points
- ▶ FAQ sheets/webpages
- ▶ Steering Committee members (make available for interviews)

Goal: Work toward earned media exposure in the five target regions

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Recruiting Stream 2: Digital

The digital recruiting stream leverages a range of digital resources to reach somewhat more targeted audiences than traditional media. Components include the pilot website and interest list, but also partner email lists and online presence, and potentially a targeted social media presence for the pilot itself.

Components of the digital recruiting stream include:

- ▶ **Pilot website with interest list:** The pilot website is a passive component (people have to go to it) and is primarily an asynchronous and relatively static information platform. Information about the pilot will be posted, including documents prepared by the Commission, FAQs, and general pilot schedules. It will also contain an interest list signup form. In the early phases of the pilot, the project will not have a direct social media presence. The website will contain tools that allow people to easily share information or links via their own social media accounts   .
- ▶ **Partner email lists and digital media (Seattle Electric Vehicle Association [SEVA], Voice of Washington State [VOWS], Metropolitan Planning Organizations/Regional Transportation Planning Organizations, etc.):** Many of our partners and stakeholders already maintain email-based mailing lists, which they use to disseminate information. We recommend leveraging these lists to distribute information about the pilot, including calls to sign up on the interest list and attend public meetings.
- ▶ **Virtual public meetings and briefings conducted via webinar:** Webinars leveraging partner interest groups and email lists will supplement in-person recruiting presentations and briefings (Streams 3, 4, and 5).

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Recruiting Stream 2: Digital (continued)

- ▶ **Partner social media accounts:** As with email, many of the pilot project's partners have an active social media presence. This component involves asking partner agencies, stakeholders, and vendors (once they are selected) to post information about the pilot on their own Facebook, Twitter, LinkedIn, Instagram, etc. accounts.
- ▶ **Pilot social media accounts.** During Phase 1, there is the option for the pilot to establish its own social media presence on platforms such as LinkedIn, Facebook, and Twitter. More information on this option will be available in the larger Communications Plan. For recruiting purposes, it may be more effective to rely on partner social media for general outreach, since subscribers, followers, and members already know our partners to be trusted agents.
- ▶ **Targeted social media:** If other recruiting streams are not successfully delivering the WSTC's desired volunteer pool, it is possible to use social media platforms such as Facebook to deliver highly targeted messages to populations that meet specific criteria. Targets can be defined based on various demographic factors, income, and other criteria.

Phasing

The Digital recruiting stream begins in Phase 0 and continues throughout the pilot.

Target Audience

The target audience for digital recruiting varies depending on the component, but in general is more targeted than the traditional media stream.

- ▶ **Pilot website with interest list:** Anyone who is motivated to attend due to either an outside stimulus (e.g., public meeting, news report), or casual visitors.

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Recruiting Stream 2: Digital (continued)

- ▶ **Partner email lists and digital media (SEVA, VOWS, MPOs/RTPOs, etc.):** Generally, these lists comprise people with some interest in transportation issues, but recruiting efforts must be made by the partner (e.g., SEVA sends the message, not the Commission).
- ▶ **Partner social media accounts:** Similar target to partner email lists.
- ▶ **Pilot social media accounts:** This will evolve over time but generally will target individuals who are following other web content (e.g., news) related to the project as well as partners.
- ▶ **Targeted social media:** The targets will be prospective participants within the five regions being recruited for the pilot.

Assets

- ▶ Pilot Website
 - > FAQs
 - > Calendar of upcoming events
 - > Interest list signup form
 - > Comment/question form
 - > Contact information
- ▶ Newsletter/announcement copy for dissemination via partner email and social media
 - > Most content will be general in nature and similar copy can be distributed to all partners
 - > Some audience-specific e-newsletter copy may be appropriate in limited contexts (e.g., for partners that request content targeted to their membership)
- ▶ Pilot project Twitter account
- ▶ Video interviews with members of Steering Committee and the Commission can be posted on the pilot website and shared with partners for dissemination through their digital channels
- ▶ Targeted social media campaigns to specific subpopulations

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Recruiting Stream 3: Stakeholders & Partners

The Washington RUC pilot has a large number of stakeholders and partners that can be leveraged to recruit Washingtonians (as well as residents of Surrey and customers of OreGO) to join the interest list, and possibly participate in the pilot. This stream primarily involves tapping stakeholder and partner groups to identify public speaking opportunities for RUC Ambassadors such as conferences, meetings, conventions, and other public events, and asking partner agencies to support other marketing activities. The list of pilot stakeholders and partners is extensive and includes:

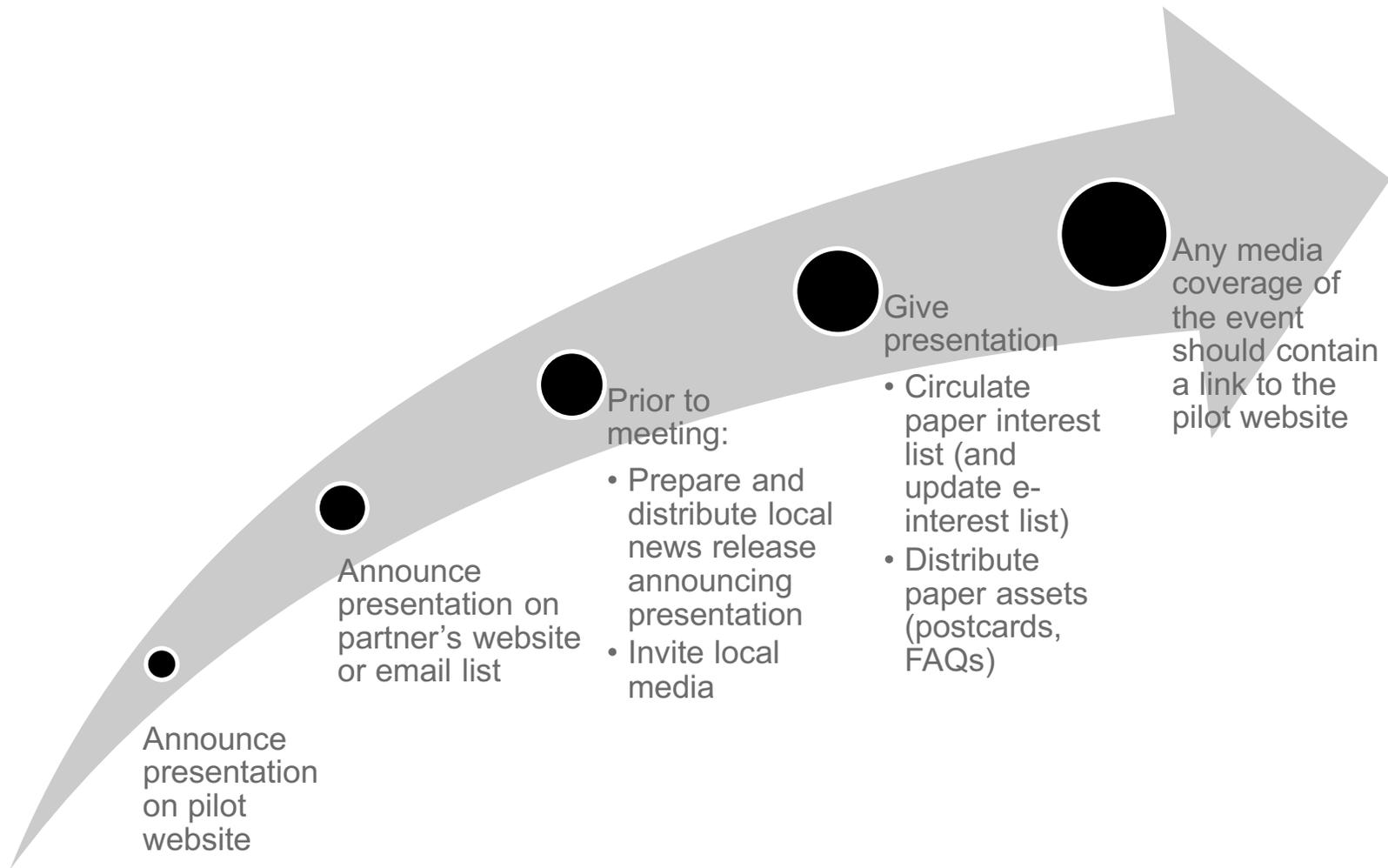
- ▶ **RUC Steering Committee:** The Steering Committee comprises individuals who are members of other organizations with an interest in transportation funding. Their first ambassadorial act can be taking the RUC pilot message back to their own organizations.
- ▶ **Washington State Transportation Commission.** The Commission was tasked by the Legislature to lead investigations into RUC. It has, in many ways, been the “voice” of RUC in Washington or the last several years by making presentations to interest groups, legislators, and partner agencies. This role should continue, but with a recruiting focus during Phase 1.
- ▶ **Citizen Interest Groups, Professional Associations, Trade Groups, and Advocacy Groups.** Groups representing various interests, such as the environment, electric vehicle owners, or the motoring public (AAA and Good Roads) may be interested in welcoming presentations by RUC Ambassadors. As road funding from motor fuel taxes erodes, professional associations related to civil engineering and the construction industry are beginning to realize they also face a challenge. In addition, Chambers of Commerce host a variety of roundtables and networking events that could be suitable forums for RUC presentations.

Recruiting Stream 3: Stakeholders & Partners (continued)

- ▶ **Washington State Department of Transportation (WSDOT).** As with fuel taxes, WSDOT would be the recipient of a considerable portion of RUC revenues and hence has an important stake in the design, implementation, and operations of a RUC system. WSDOT can be utilized in recruiting as a link to other partner agencies and interest groups.
- ▶ **Washington State Department of Licensing (DOL).** DOL works with an extensive network of subagents located throughout the state. These are physical locations that many Washingtonians travel to in order to register vehicles or renew tabs. DOL could support recruitment efforts by asking subagents to display posters about the pilot project in their locations, and distributing FAQ sheets to interested citizens.
- ▶ **Equipment Suppliers, Professional Associations and Commercial Account Management Entities.** Private companies will at a minimum provide the technology and systems to implement the RUC, and potentially offer account management and other value-added services. In the event commercial account managers are used for the pilot, they can support enrollment by marketing directly to potential “customers” and offering their own incentives for participation.

To maximize the impact of presentations made at meetings, conferences, and other events, we recommend complementing Stream 3 activities with traditional and digital media. Each presentation to a partner audience should be preceded with marketing and a news release announcing the presentation, and followed by media coverage or an update.

Strategy for Maximizing the Impact of Public Presentations



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Recruiting Stream 3: Stakeholders & Partners (continued)

Phasing

This recruiting stream will be utilized during Phase 1 of the pilot. Early in 2017, emphasis will be placed on driving signups to the interest list. During March-June, supporting assets will speak more directly to volunteer opportunities and timelines.

It should be noted that, since the agendas for many meetings are planned weeks or months in advance, planning for this stream and efforts to get on agendas should start during Phase 0.

Target Audience

The audiences likely to be reached through stakeholder and partner channels are typically geographically focused and already somewhat interested in transportation issues.

Assets

- ▶ Print media such as FAQs and Posters for distribution in partner locations
- ▶ Content for partner newsletters and websites
- ▶ Ambassador talking points
- ▶ Basic RUC pilot PowerPoint presentations for RUC Ambassadors to use during stakeholder/partner/trade/advocacy groups meetings and events.
- ▶ Paper interest list template (get sign-ups at the events, then convert to on-line interest list)

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Recruiting Stream 4: Public Meetings

This recruiting stream leverages opportunities presented by governmental and quasi-governmental organizations that host public meetings. Examples include MPOs, RTPOs, County Commissions, and City Councils.

Phasing

This recruiting stream will be utilized during Phase 1 of the pilot. Early in 2017, emphasis will be placed on driving sign-ups to the interest list. During March-June, supporting assets will speak more directly to volunteer opportunities and timelines.

It should be noted that, since the agendas for many meetings are planned weeks or months in advance, planning for this stream and efforts to get on agendas should start during Phase 0.

Target Audience

The target audiences for most public meetings will be the general public but *only in target regions*. Public meetings, especially those conducted by County Commissions, MPOs, and RTPOs tend to draw locally and there is likely to be little value in making presentations outside the target areas unless invited to do so.

Assets

- ▶ Basic RUC pilot PowerPoint presentations
- ▶ Ambassador talking points
- ▶ Printed assets (postcards, FAQs)
- ▶ Paper interest list template (get signups at the events, then convert to on-line interest list)

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Recruiting Stream 5: Briefings

This recruiting stream is intended to provide informal, one-on-one meetings with key influencers with the twin goals of recruiting them to participate in the pilot and converting them to become Ambassadors for the program. Responsibility for conducting briefings falls largely on members of the Steering Committee and the Commission. These meetings would involve explaining the program, inviting the person to join as a participant, and recruiting them to become Ambassadors.

Phasing

This recruiting stream will be started during Phase 0 and expanded during Phase 1 of the pilot. During the remainder of 2016, emphasis is on informing and personally recruiting key influencers in Washington. Early in 2017, emphasis will be placed on driving sign-ups to the interest list. During March-June 2017, supporting assets will speak directly to volunteer opportunities and timelines.

Target Audience

One-on-one briefings are likely to have targeted geographic impact. With a few exceptions, these briefings will take place in one of the five target recruiting regions. The audience includes:

- ▶ Policy makers
- ▶ Community leaders involved in transportation issues
- ▶ Public agency executives

Assets

- ▶ Basic RUC pilot PowerPoint presentations
- ▶ Ambassador talking points
- ▶ Printed assets (postcards, FAQs)

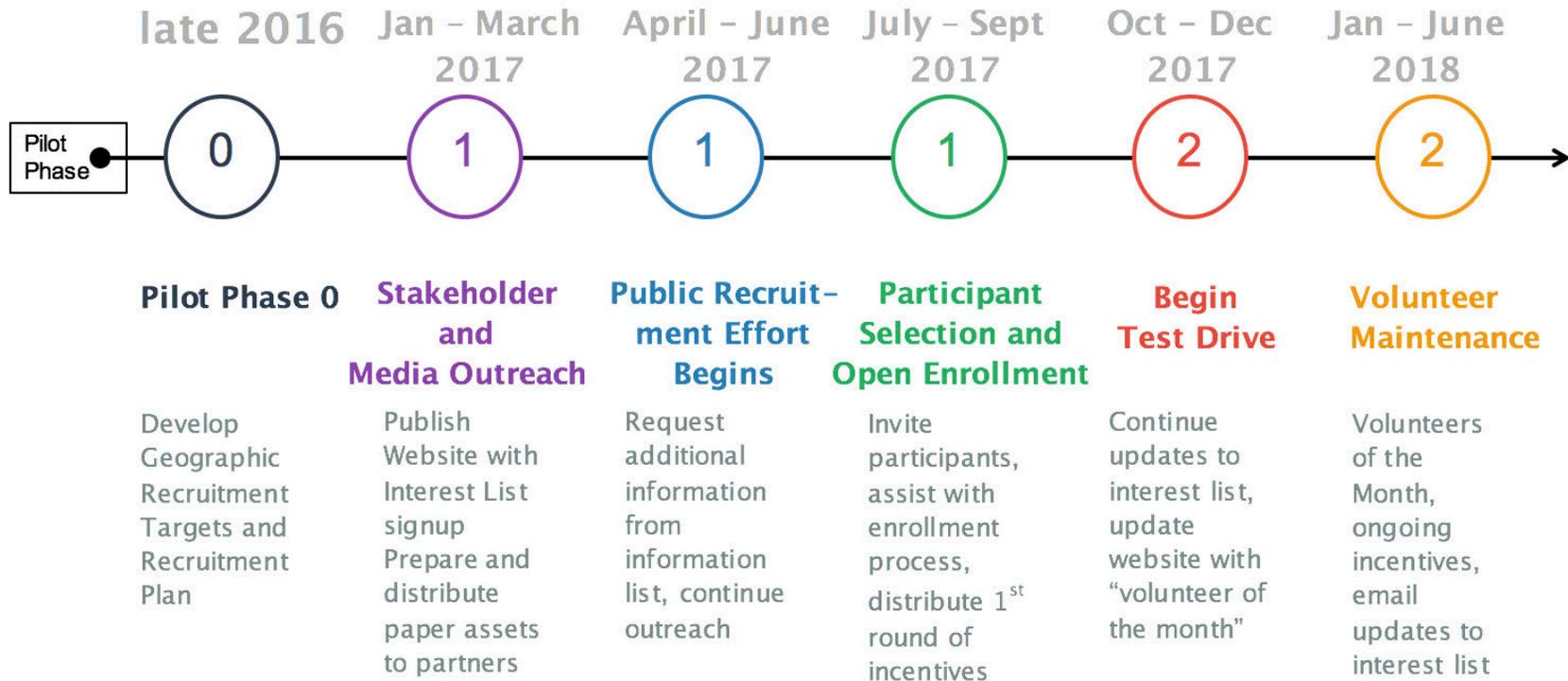
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Potential Incentives

Incentives, including personal recognition, free services, and compensation for time spent on the pilot can be powerful recruiting and retention tools. At this time, it is too early in the pilot planning to finalize an incentive plan, but potential incentives include the following:

- ▶ **Value-added services provided by account managers:** Various providers of RUC services in Oregon and California offer a range of value-added services to motorists who hold accounts with them. These services range from geo-fencing (e.g. “teen driver alert”), to vehicle health monitoring and driver safety feedback.
- ▶ **“Volunteer of the Month” feature on pilot website:** Sometimes, simple recognition for participating is more meaningful than payments or free services. A “volunteer of the month” feature could be incorporated into the pilot’s website and would feature a volunteer’s story, reasons for being in the pilot, and experiences.
- ▶ **Awards upon completion of each milestone:** Another potential incentive is to offer a small award each time a pilot participant successfully completes a major milestone. Awards can be financial or non-financial. Examples of milestones include the following:
 - > Successfully installing equipment or mobile apps
 - > Completing a manual odometer reading
 - > Completing a survey or focus group
 - > “Paying” an invoice
 - > Returning OBD-II devices at the end of the pilot
- ▶ **Cash compensation for time spent on pilot activities**
- ▶ **Direct incentives by account managers to enrolled customers:** No account managers have been selected for the pilot, but it is conceivable that commercial account managers could run their own contests, sweepstakes, or other recognition programs.

Recruiting Timeline



Consulting support provided by:

