

## What Blockchains Could Mean for Government and Transportation Operations January 2018

What are Blockchains and Why Do They Matter?	1
Smart Contracts	
Applying Blockchains in Government	
Blockchains in Transportation	
The Challenge is in the Execution	
Appendix A: Blockchain Initiatives in Transportation and Government	
Appendix B: Sources	
The second	

DOT-VNTSC-18-03





## Notice

This document is disseminated under the sponsorship of the Department of Transportation in the interest of information exchange. The United States Government assumes no liability for the contents or use thereof.

The United States Government does not endorse products or manufacturers. Trade or manufacturers' names appear herein solely because they are considered essential to the objective of this report.

## What are Blockchains and Why Do They Matter?

Physical safety features like watermarks and color-shifting ink make paper currency difficult to counterfeit. A **blockchain** is the digital analog to physical safety features on paper money. The blockchain concept was introduced in the late 2000s as the virtual scaffolding for transactions using the digital currency bitcoin. They prohibit a bitcoin from being spent more than once.<sup>1</sup> Blockchains are now being applied to a variety of industries, including transportation.

A blockchain is a digital, openly shared, and decentralized log of transactions. Every bitcoin transaction, for example, is stored on a blockchain that is continually updated across a network of thousands of computers.<sup>3</sup>

Here's a simplified example of how a bitcoin transaction is stored on a blockchain: Mary agrees to pay Tom one bitcoin for an oil painting Tom has been working on. The blockchain log verifies that Mary does indeed own the bitcoin and that she has not already spent it on something "Everybody on the system can agree on exactly what happened and when it happened...I think that's a profound idea."

-Joseph Lubin, co-founder of Ethereum blockchain platform.<sup>2</sup>

else. The blockchain holds information on the transaction history of Mary's bitcoin. Tom delivers his painting to Mary. Mary pays him one bitcoin. Tom now owns the bitcoin, and the blockchain gains another record.

A little etymology will help explain further. A blockchain begins with a record of a transaction or transactions. Records within the blockchain log are bundled into timestamped blocks identified by a cryptographic code. Each block is linked to the cryptographic code of the block that came before it. The links of cryptographic code form the *chain* of timestamped *blocks*: now we have a blockchain.<sup>4</sup> It is a chain because changes can only be made by adding a link—new information—to the end of it.<sup>5</sup>

**Blockchains matter** because they allow *non-trusting members* to interact over a network in a verified way, without a trusted intermediary.<sup>6</sup> The idea behind bitcoin was to remove banks from financial transactions.<sup>7</sup> Mary and Tom, for example, are able to engage in a financial transaction without traditional financial institutions.

The World Economic Forum estimates that by 2027, 10 percent of global GDP will be stored on blockchains. Today, global GDP is about \$80 trillion, 10 percent of which equals about \$8 trillion.<sup>8</sup>

### Smart Contracts

Blockchains were made for finance. **Smart contracts** make blockchains applicable beyond finance, to industries like transportation.

Smart contracts are software, not actual contracts. But, like a contract, they set parameters that parties to a transaction agree upon. Terms of the agreement are written directly into lines of code.<sup>10</sup> Smart contracts refer to a blockchain as a source of truth.<sup>11</sup> Before blockchains, smart contracts would not have been possible because parties to an agreement would have likely maintained separate databases.<sup>12</sup>

Say Mary wants to buy a house using bitcoin—in fact, the first residential property was recently sold using a "It allows people to exchange value without knowing the identity of each other necessarily, in a secure way on the back end. On the front end, it's simplicity, transparency and trust. Think of all the cost, time and often waste that happens in the exchange of value blockchain rids that from the system."

-Jason Kelley, IBM's global manager for blockchain services.<sup>9</sup>

blockchain.<sup>13</sup> A smart contract is applied to a blockchain that includes data on the house and Mary's bitcoin finances. The smart contract might say, "Mary will buy the house for 100 bitcoins." The smart contract references a blockchain to answer key questions: Does Mary have 100 bitcoins? Is the home available for sale? Does the seller legitimately own the house?

No central authority is needed. Smart contracts and blockchains allow transactions and agreements to be carried out among disparate, anonymous parties. Transactions are traceable, transparent, and irreversible.<sup>14</sup> Smart contracts can be simple or infinitely complex.<sup>15</sup> Intermediaries become redundant.

### Applying Blockchains in Government

There are several proposed, ongoing, and theoretical ways of **applying blockchains in government**. An IBM Institute for Business Value survey of 200 government leaders from 16 countries found that 9 out of 10 governmental organizations plan to invest in blockchains for financial transaction management, asset management, contract management, and regulatory compliance by 2018. Seven out of 10 government executives surveyed predicted blockchains will significantly disrupt contract management, which is often where public and private sectors intersect.<sup>17</sup>

"Blockchain technology is not a panacea; it's not the answer to every problem. But we're certainly hopeful that the State Department and the federal government can leverage this technology to make us more efficient and better able to serve the American people."

-John J. Sullivan, Deputy Secretary of State.<sup>16</sup>

The U.S. Department of State has explored ways to use

blockchain to improve efficiency.<sup>18</sup> The United Kingdom is experimenting with a system to pay benefits using blockchain. Australia is investigating ways to bring separate passport and birth certificate databases into a single blockchain system.<sup>19</sup>

Following the Equifax hack in mid-2017, there has been talk of replacing social security numbers with digital identifiers stored in blockchain networks.<sup>20</sup> The U.S. Postal Service and the Department of

Homeland Security are also researching how blockchains might be used to establish secure identity management.<sup>21</sup> The General Services Administration's <u>Emerging Citizen Technology Office</u> offers a Federal Blockchain program for federal agencies and U.S. businesses interested in how distributed ledger technology can be implemented within government.<sup>22</sup> The National Institute of Standards and Technology, an agency of the U.S. Department of Commerce, recently released a <u>high-level technical overview</u> of blockchain technology and applications.<sup>23</sup>

If there is an interaction between government and citizen that relies on multiple databases, that interaction may be streamlined with blockchains. Illinois is part of a pilot exploring the use of blockchains to transfer property titles, one of a number of blockchain initiatives the state is pursuing that could impact education, health care, and renewable energy.<sup>24</sup> The <u>Delaware Blockchain Initiative</u> is seeking to clarify state law and welcome the blockchain industry. Questions remain about how government entities will fit into peer-to-peer, decentralized transactions, and answers may be tailored on a use-by-use basis.<sup>25</sup>

## Blockchains in Transportation

Experts across modes are exploring ways to use blockchains in transportation.

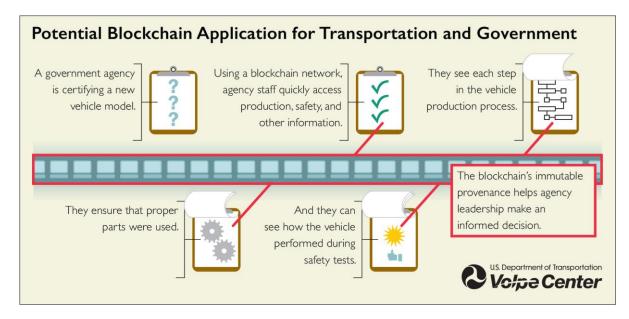
The **freight logistics** sector could benefit greatly from blockchains. Data transfers can be made more secure, and intermediaries can be removed from transactions.<sup>27</sup> Accident records, GPS and accelerometer tracking, weather information, crew information, inspection and certificate data, and mileage could all be stored on a blockchain. For a specific example, how people buy and sell used trucks could change. Members of a blockchain network could access previous ownership, maintenance, and tire records, speeding up transactions and ensuring equal information among participants.<sup>28</sup>

"Through blockchain technology every transaction in the trucking ecosystem can be interconnected, providing the potential to dramatically change workflows and the way people do business for the better."

-Mauricio Paredes, vice president of technology for PS Logistics.<sup>26</sup>

There is also the potential for digital, interconnected proof-of-delivery processes. Any business or government involved in moving goods could efficiently and securely update a shared, digital bill of lading—a blockchain. Parties could verify transactions as they occur, eliminating disputes about late or detained deliveries.<sup>29</sup> For a single transaction, a blockchain could be viewed by a manufacturer, shipper, customs personnel, government staff, drivers, and carriers, and might also include information on the raw materials to produce goods.<sup>30</sup> Because parties to a transaction can see exactly where goods came from, they can combat counterfeiting and monitor the quality of goods.<sup>31</sup> Some startups are using delivery GPS and smart contracts to pay suppliers and shippers just as merchandise arrives.<sup>32</sup>

**Toll payments** may also be made simpler with blockchains. One company recently demonstrated how a vehicle and a highway toll booth could be connected to make seamless payments using a blockchain, radio-frequency identification, and a filesharing protocol. This proposed system would be much less expensive than current toll road payment systems, which need large server infrastructures for accounting, identification, and payment processing.<sup>33</sup>



**Ridesharing** services like Uber and Lyft do not, strictly speaking, enable ridesharing. Those applications facilitate taxi hailing, and have expanded the definition of a taxi. Blockchains could enable true peer-to-peer ridesharing, where riders and drivers see in real time—without an intermediary application—who is offering trips, where customers are, pricing, and available seats.<sup>34</sup> La'Zooz is one blockchain-based ridesharing platform that, like bitcoin, is decentralized and owned by users—there is no intermediary between rider and driver.<sup>35</sup>

The Toyota Research Institute is prototyping the <u>Ethereum</u> blockchain as an alternative to ridesharing applications, through a recently announced consortium with the Massachusetts Institute of Technology Media Lab and other partners.<sup>37</sup> With blockchains, storage of vehicle data, such as usage, owner info, drivers and passengers, can be validated between two parties via smart contracts, eliminating intermediaries and transaction surcharges.<sup>38</sup>

As **autonomous vehicles** become popular and humans are removed from the controls, investigators may rely on black boxes for reliable information after incidents happen. A black box could be made secure from hackers, but cybersecurity is irrelevant if the black box can be removed and destroyed. A blockchain's inherent "The Volpe Center is wellpositioned to consider how blockchain technology can advance the U.S. DOT strategic goals of safety, infrastructure, innovation and accountability. Our range of expertise means we can be a testbed for the department, and for others considering how best to pursue blockchain applications in transportation."

-Regina Houston, Chief of Aviation Safety Systems Management at the U.S. DOT Volpe Center.<sup>36</sup>

distributed database could provide information storage security.<sup>39</sup>

Blockchains will also find applications in aviation, including for aircraft maintenance, passenger and crew identity management, ticketing, loyalty programs, air cargo, customs clearing, flight planning, and more. For **flight insurance**, a smart contract would include the parameters of the transaction, such as the passenger, flight, and insurance premium acceptable to passenger and insurer. Some of this information would come from data sources outside of the blockchain, but in theory a flight insurance policy could be carried out without a flight insurance company.<sup>40</sup>

## The Challenge is in the Execution

The blockchain concept is revolutionary, but widespread adoption is not foregone. Existing systems are among the biggest obstacles to blockchains. A few things that will need to come first: harmonized frameworks, education within industries, collaboration across industries, and proving the public benefit.<sup>42</sup> Groups like the Blockchain in Transport Alliance, which includes global logistics companies like UPS and FedEx, are working to develop blockchain technology standards and to educate the freight industry.<sup>43</sup> Currently there are no international or interstate agreements on how to regulate blockchain applications outside of finance.<sup>44</sup> Questions also remain regarding the sheer amount of energy it can take to run the computers behind a

"Blockchain is inefficient tech by design, as we create trust by building a system based on distrust. If you only trust yourself and a set of rules (the software), then you have to validate everything that happens against these rules yourself. That is the life of a blockchain node."

-Alex de Vries, cryptocurrency analyst.<sup>41</sup>

massive blockchain—there are now 300,000 bitcoin transactions per day, for example, and each transaction may use as much energy as an American household does in a week.<sup>45</sup>

Blockchains are not a silver bullet. They can be more appropriately thought of as a tool to solve new problems.<sup>46</sup> As with most revolutionary concepts, the challenge will be in the execution.

###

# Appendix A: Blockchain Initiatives in Transportation and Government

#### Blockchain in Transport Alliance

Formed by tech and transportation executives to create a forum for the development of blockchain standards and education for the freight industry. Their goal is to bring together leading companies in the freight technology industries that have a vested interest in blockchain technology.

#### <u>La'Zooz</u>

A decentralized transportation platform owned by the community that uses vehicles' unused space to create a variety of smart transportation solutions.

#### Project Oaken

Their vision is to produce an Internet of Things hardware and distributed software platform that powers smart cities, with automated machine-to-machine controls and a focus on toll payments.

#### The Delaware Blockchain Initiative

An outreach effort led by the governor and Delaware's Department of State to clarify state law and welcome the blockchain industry.

#### The Illinois Blockchain Initiative

A collaborative effort exploring blockchain's impact on government.

#### Toyota Research Institute and MIT Media Lab

TRI and MIT are exploring blockchain and distributed ledger technology for use in the development of a new mobility ecosystem that could accelerate development of autonomous driving technology.

#### U.S. Federal Blockchain Program

An initiative from the General Services Administration's Emerging Citizen Technology Office for federal agencies and U.S. businesses interested in exploring distributed ledger technology and its implementation within government.

#### World Economic Forum: The Future of Blockchain

This council is exploring how blockchains could impact industry, governments, and society, and is designing innovative governance models to ensure benefits are maximized and risks kept under control.

# Appendix B: Sources

<sup>2</sup> Morgen E. Peck. "Blockchains: How They Work and Why They'll Change the World." IEEE Spectrum. September 2017. <u>https://spectrum.ieee.org/computing/networks/blockchains-how-they-work-and-why-theyll-change-the-</u>

<u>world</u>

<sup>3</sup> Nathaniel Popper. "What is Bitcoin, and How Does it Work?" New York Times. October 1, 2017.

https://www.nytimes.com/2017/10/01/technology/what-is-bitcoin-price.html

<sup>4</sup> Christidis and Devetsikiotis, op. cit.

<sup>5</sup> Peck, op. cit.

<sup>6</sup> Christidis and Devetsikiotis, op. cit.

<sup>8</sup> World Economic Forum. "Deep Shift: Technology Tipping Points and Societal Impact." September 2015. <u>http://www3.weforum.org/docs/WEF\_GAC15\_Technological\_Tipping\_Points\_report\_2015.pdf</u>

<sup>9</sup> Kate Rogers. "Blockchain, a secure new technology, entices world-leading companies and governments." CNBC. October 6, 2017. <u>https://www.cnbc.com/2017/10/06/blockchain-entices-world-leading-companies-and-governments.html</u>

<sup>10</sup> Investopedia. "Smart Contracts." Accessed December 2017. <u>http://www.investopedia.com/terms/s/smart-</u> <u>contracts.asp</u>

<sup>11</sup> John Ream, Yang Chu, and David Schatsky. "Upgrading blockchains: Smart contract use cases in industry." Deloitte Insights. June 8, 2016. <u>https://dupress.deloitte.com/dup-us-en/focus/signals-for-strategists/using-blockchain-for-smart-contracts.html?top=4</u>

<sup>12</sup> Ibid.

<sup>13</sup> Douglas Heaven. "A house has been bought on the blockchain for the first time." New Scientist. October 11,
2017. <u>https://www.newscientist.com/article/mg23631474-500-a-house-has-been-bought-on-the-blockchain-for-the-first-time</u>

<sup>14</sup> Investopedia, op. cit.

<sup>15</sup> Peck, op. cit.

<sup>16</sup> John J. Sullivan. "Remarks at the Blockchain Forum." U.S. Department of State. October 10, 2017. https://www.state.gov/s/d/17/274725.htm

<sup>17</sup> David Zaharchuk. "Four Ways Blockchain Could Aid Governments." IBM Think Blog. January 30, 2017. <u>https://www.ibm.com/blogs/think/2017/01/four-ways-for-blockchain</u>

<sup>18</sup> Sullivan, op. cit.

<sup>19</sup> James Watkins. "WTF is Blockchain?" Ozy. October 11, 2017. <u>http://www.ozy.com/fast-forward/how-blockchain-could-change-the-way-you-vote-and-pay-taxes/81378</u>

<sup>20</sup> Suzanne Woolley. "Want to Ditch Social Security Numbers? Try Blockchain." Bloomberg. October 9, 2017.

https://www.bloomberg.com/news/articles/2017-10-09/want-to-ditch-social-security-numbers-try-blockchain <sup>21</sup> Zaharchuk, op. cit.

<sup>22</sup> General Services Administration. "Blockchain." Accessed January 2018.

https://www.gsa.gov/technology/government-it-initiatives/emerging-citizen-technology/blockchain

<sup>23</sup> National Institute of Standards and Technology, U.S. Department of Commerce. "NIST Report on Blockchain Technology Aims to Go Beyond the Hype." January 24, 2018. <u>https://www.nist.gov/news-</u>

events/news/2018/01/nist-report-blockchain-technology-aims-go-beyond-hype

<sup>24</sup> Theo Douglas. Blockchain a 'Next Big Transformational Technology' in Government." Government Technology. May 16, 2017. <u>http://www.govtech.com/security/Blockchain-a-Next-Big-Transformational-Technology-in-Government.html</u>

<sup>25</sup> Marco A. Santori. "The Delaware Blockchain Initiative." Global Delaware. June 10, 2016.

https://global.delaware.gov/2016/06/10/the-delaware-blockchain-initiative-potential-amendements-to-thedelaware-general-corporation-law

<sup>26</sup> Ibid.

<sup>&</sup>lt;sup>1</sup> Konstantinos Christidis and Michael Devetsikiotis. "Blockchains and Smart Contracts for the Internet of Things." IEEE Access. 2016. http://ieeexplore.ieee.org/xpls/icp.jsp?arnumber=7467408

<sup>&</sup>lt;sup>7</sup> Peck, op. cit.

<sup>27</sup> Aaron Huff. "Blockchain: the next digital frontier of freight transportation." CCJ. August 31, 2017. <u>https://www.ccjdigital.com/blockchain-the-next-digital-frontier-for-freight-transportation</u>

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

<sup>30</sup> Larry Kahaner. "Are You Ready for Blockchain Technology?" Fleet Owner. March 31, 2017. http://www.fleetowner.com/technology/are-you-ready-blockchain-technology

<sup>31</sup> Enrico Camerinelli. "Blockchain in Italy: Corporate Use Cases." FinExtra. January 7, 2018. https://www.finextra.com/blogposting/14890/blockchain-in-italy-corporate-use-cases

<sup>32</sup> Aurokumar Das. "Will 'Blockchain' be a Disruptive Force in the Travel and Transportation Industry?" IBM Travel & Transportation Industry Blog. January 28, 2016. <u>https://www.ibm.com/blogs/insights-on-business/travel-and-transportation/blockchain-disruptive-in-travel-and-transportation/</u>

<sup>33</sup> Michael Scott. "Project Oaken and the Future of Ethereum-based Smart Transportation." BTC Manager. February 17, 2017. <u>https://btcmanager.com/project-oaken-and-the-future-of-ethereum-based-smart-transportation</u>

<sup>34</sup> Jay Cassano. "Could La'Zooz Be The Ride-Sharing App We've Been Waiting For?" Fast Company. January 27, 2015. <u>https://www.fastcompany.com/3041403/could-lazooz-be-the-ride-sharing-app-weve-been-waiting-for</u>
<sup>35</sup> Ibid.

<sup>36</sup> Interview with U.S. Department of Transportation Volpe Center Aviation Safety Management Systems Division Chief Regina Houston. January 2018.

<sup>37</sup> Jill Richmond. "Driving the Future of Blockchains Part Three: Entering the Ride-Sharing Environment." Distributed. July 12, 2017. <u>https://distributed.com/news/driving-future-blockchains-part-three-entering-ride-sharing-environment</u>

<sup>38</sup> Jonathan Shieber. "Toyota pushes into blockchain tech to enable the next generation of cars." Tech Crunch. May 22, 2017. <u>https://techcrunch.com/2017/05/22/toyota-pushes-into-blockchain-tech-to-enable-the-next-generation-of-cars</u>

<sup>39</sup> Interview with U.S. Department of Transportation Volpe Center transportation safety and security expert Brian O'Donnell. October 2017.

<sup>40</sup> Peck, op. cit.

<sup>41</sup> Christopher Malmo. "One Bitcoin Transaction Now Uses as Much Energy as Your House in a Week." Vice Motherboard. November 1, 2017. <u>https://motherboard.vice.com/en\_us/article/ywbbpm/bitcoin-mining-</u>electricity-consumption-ethereum-energy-climate-change

<sup>42</sup> Petra Burckhardt. "Blockchain: Evolution Not Revolution." Global Trade. December 7, 2016. <u>http://www.globaltrademag.com/global-trade-daily/blockchain-evolution-not-revolution</u>

<sup>43</sup> Deep Patel. "UPS bets on blockchain as the future of the trillion-dollar shipping industry." TechCrunch. December 15, 2017. <u>https://techcrunch.com/2017/12/15/ups-bets-on-blockchain-as-the-future-of-the-trillion-dollar-shipping-industry</u>

<sup>44</sup> Office of the Inspector General, United States Postal Service. "Blockchain Technologies: Possibilities for the U.S. Postal Service." May 23, 2016. <u>https://www.uspsoig.gov/sites/default/files/document-library-files/2016/RARC-WP-16-001.pdf</u>

<sup>45</sup> Malmo, op. cit.

<sup>46</sup> Dylan Yaga, Peter Mell, Nik Roby, and Karen Scarfone. "Blockchain Technology Overview." National Institute of Standards and Technology, U.S. Department of Commerce. January 2018. p. 47.

https://csrc.nist.gov/CSRC/media/Publications/nistir/8202/draft/documents/nistir8202-draft.pdf

REPORT DOCUMENTATION PAGE			Form Approved OMB No. 0704-0188			
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188), Washington, DC 20503.						
1. AGENCY USE ONLY (Leave blank)	2. REPORT DATE January 2018		3. REPORT TYPE AND DATES COVERED Final Report			
4. TITLE AND SUBTITLE What Blockchains Could Mean for Government and Transportation Operations				5a. FUNDING NUMBERS YR105/G228A		
6. AUTHOR(S) Clark Merrefield				5b. CONTRACT NUMBER		
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Office of Strategic Initiatives for Research and Innovation				. PERFORMING ORGANIZATION EPORT NUMBER		
U.S. Department of Transportation John A Volpe National Transportation Systems Center 55 Broadway Cambridge, MA 02142-1093				DOT-VNTSC-18-03		
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES) U.S. Department of Transportation John A Volpe National Transportation Systems Center 55 Broadway Cambridge, MA 02142-1093				10. SPONSORING/MONITORING AGENCY REPORT NUMBER		
11. SUPPLEMENTARY NOTES Cover photo by Ricardo Gomez Angel on Unsplash						
12a. DISTRIBUTION/AVAILABILITY STATEMENT				12b. DISTRIBUTION CODE		
13. ABSTRACT (Maximum 200 words) This report provides a high-level overview of blockchain concepts and how they are being used in government and transportation.						
14. SUBJECT TERMS Blockchain, innovation, new technologies, transportation, opportunity				15. NUMBER OF PAGES 8		
				16. PRICE CODE		
17. SECURITY CLASSIFICATION OF REPORT Unclassified	18. SECURITY CLASSIFICATION OF THIS PAGE Unclassified	19. SECURITY CLASSIFICAT OF ABSTRACT Unclassified	ION	20. LIMITATION OF ABSTRACT Unlimited		
				Standard Form 298 (Rev. 2-89)		

Standard Form 298 (Rev. 2-89) Prescribed by ANSI Std. 239-18

298-102

NSN 7540-01-280-5500