

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

Date: April 28, 2021

To: The Honorable City Council
c/o City Clerk, Room 395
Attention: Honorable Mike Bonin, Chair, Transportation Committee

From: Seleta J. Reynolds, General Manager 
Department of Transportation

Subject: **ZERO EMISSION DELIVERY ZONES (CF 21-0147)**

SUMMARY

In response to Council File 21-0147, this report identifies the necessary steps to implement a curbside Zero Emission Delivery Zone pilot program for commercial vehicles within the City.

RECOMMENDATIONS

That the City Council:

1. APPROVE the Zero Emission Delivery Zone curbside location selection criteria recommended by the Los Angeles Department of Transportation (LADOT) in this report;
2. DIRECT LADOT to design, implement, and evaluate the Zero Emission Delivery Zone pilot project at the curbside locations identified using the approved selection criteria; and
3. DIRECT the City Attorney's Office, in consultation with LADOT, to, within 45 days, prepare an ordinance to amend the Los Angeles Municipal Code to authorize LADOT to install, operate, and enforce Zero Emission Commercial Loading Zones.

BACKGROUND

California Senate Bill 100 (SB 100) aims to eliminate carbon emissions by 2045. Advancing the sustainability goals, objectives, and policies of the Mobility Plan 2035 (MP 2035) and the City's Green New Deal will help achieve the vision of SB 100. The "Clean Environments and Healthy Communities" goal in the MP 2035 includes the following specific policies:

- Encourage the development of a sustainable transportation system that promotes environmental and public health.
- Continue to encourage the adoption of low and zero emission fuel sources, new mobility technologies, and supporting infrastructure.

One objective of the City's Green New Deal is to reduce carbon emissions by expanding zero emission vehicle use. Encouraging urban and long haul delivery companies to procure more zero emission vehicles while still meeting their operational levels will help the City achieve this goal.

In response to Council File 21-0147, LADOT proposes to pilot and evaluate a new curb regulation that designates high-demand curbside zones for exclusive use and access by zero-emission delivery vehicles. These Zero Emission Delivery Zones (ZEDZ) will benefit urban freight and last mile delivery providers who use zero-emission vehicles to deliver goods and parcels in high-density neighborhoods, and accelerate the adoption of zero-emission freight vehicles. While the market for zero emission passenger vehicles quickly expanded in the last several years, the medium and heavy duty commercial vehicle segment still lags behind. This pilot will send a market signal to vehicle manufacturers and encourage local urban freight operators to transition fleets to zero-emission vehicles to reduce particulate and greenhouse gas emissions and improve air quality in Los Angeles neighborhoods.

According to the *Future of the Last Mile Ecosystem* (World Economic Forum, January 2020), “growing demand for e-commerce delivery will result in 36 percent more delivery vehicles in inner cities by 2030, leading to a rise in both emissions and traffic congestion without effective intervention.” The report also notes that urban last-mile delivery emissions and traffic congestion are expected to increase by over 30 percent by 2030 in the top 100 cities globally. With interventions, like the actions called out in LA’s Green New Deal, emissions and traffic congestion can be reduced by 30 percent and delivery costs by 25 percent, compared to a “do-nothing” scenario.

DISCUSSION

The ZEDZ demonstration project requires site selection criteria, stakeholder engagement, and legislative amendments to authorize installation and enforcement, and performance monitoring. If approved, the program will install, enforce, monitor, and evaluate new ZEDZs in select communities in Los Angeles. This new on-street curbside designation will allow for exclusive use by zero-emissions delivery vehicles during specific time periods of the day.

Selection Criteria

LADOT will identify curbside locations in areas that are:

- High density
- Subject to high commercial loading zone demands
- Disproportionately burdened by air pollution
- Under LADOT’s administrative authority to install, enforce, and monitor.

To develop a list of high demand locations, staff will rely on curbside loading activity data collected prior to the COVID-19 pandemic to inform the Southern California Association of Governments (SCAG) Last-Mile Freight Delivery Study. The recently-completed Last-Mile Freight Delivery Study identified last-mile delivery issues for SCAG and its member cities by examining the relationship between last-mile access conditions and the delivery of goods. The study focused on curb space loading activities within the City of Los Angeles and assessed competing curb uses, including deliveries.

After identifying high-demand locations, LADOT will use the California Communities Environmental Health Screening Tool (CalEnviroScreen) to select locations that are in neighborhoods disproportionately burdened by, and vulnerable to, multiple sources of air pollution. Staff will review each location to assess feasibility, observe and validate usage and congestion, and determine whether other commercial loading zones are available to accommodate non-zero emission delivery vehicles during the pilot.

LADOT expects to cover the costs to manufacture the necessary signs and pavement marking to demarcate each zone, and to install, enforce, and evaluate each location. The number of zones that the department can realistically process given existing resources is approximately five. LADOT is working with the Los Angeles Cleantech Incubator and partner agencies to explore research funding opportunities to accelerate the scale of this demonstration and to expand the resources available to evaluate the program.

Stakeholder Outreach

LADOT recently met with the Los Angeles Last Mile Delivery Electrification working group to discuss ZEDZs. The Mayor's Office of Sustainability convenes the working group, and it includes parcel delivery companies. These companies, including Amazon, United Parcel Service, DHL, Ikea, and FedEx, expressed interest in participating in the demonstration program. Some parcel delivery companies have already committed to increase their fleet to include zero emission vehicles. These partnerships will support successful deployment of the pilot program and bring zero emission delivery zones to scale throughout the city.

Once LADOT identifies feasible locations, LADOT will engage with the appropriate council offices to present specific pilot program elements and for guidance on outreach to stakeholders. LADOT and the Mayor's Office of Sustainability will engage business associations, business improvement districts, and relevant neighborhood councils before and during pilot program implementations to ensure that they are aware of the curbside changes.

LADOT and the Mayor's Office of Sustainability received a technical assistance grant from C40 Cities to advance zero emission delivery. This grant will enable LADOT to deliver targeted engagement with small businesses in Los Angeles.

Legislative Amendments

The California Vehicle Code (CVC) Section 21458.(a) allows local authorities to enact local parking regulations and to demarcate the parking regulations through the use of painted curbsides. Yellow indicates stopping only for the purpose of loading or unloading passengers or freight for the time specified by local ordinance. CVC Section 21458.(b) states that regulations adopted pursuant to this section shall be effective on days and during hours or times as prescribed by local ordinances.

Los Angeles Municipal Code Section 80.56 authorizes LADOT to establish commercial loading zones and should be amended to extend that authority to install and enforce the exclusive curbside use for zero emission delivery vehicles and e-cargo bicycles. LADOT's Parking Enforcement staff will receive training to issue citations to curb users violating the zero-emission designation and will be ready to enforce when the ordinance takes effect.

Pilot Objectives and Performance Evaluation

The main objective of the Zero Emission Delivery Zone demonstration program is to incentivize the use of zero-emission delivery vehicles. By providing exclusive use of curbsides in high-commercial activity areas, the pilot will encourage delivery companies to purchase and use zero-emissions delivery vehicles for deliveries in communities currently burdened by high emissions and air pollutants, and curbside congestion. The pilot will aim to balance local business needs with community environment benefits.

Once installed, LADOT will evaluate the use of the pilot zones, including compliance, dwell times, curbside congestion, and emissions reduction. Lessons learned from this pilot can provide a blueprint and best practices for adoption of more zero emission zones throughout the City. In working with delivery companies and business owners throughout the duration of the demonstration program, the blueprint for wider distribution will consider the feedback from these critical stakeholders. By evaluating congestion and emissions reduction, the pilot can demonstrate the immediate benefits to the local community relative to air pollution, noise, and congestion. During the demonstration, LADOT will work with parcel delivery companies to incorporate a set of application programming interfaces (APIs) focused on curbside management.

FISCAL IMPACT

The cost to install the curbside zero emission delivery zones, which include the fabrication of one sign, curbside paint, and one pavement marking at each location, is estimated at up to \$2,000 per location. The pilot is likely to include five locations, so the total cost is expected to be \$10,000. The funds to implement this program will come from either the General Fund and/or the Special Parking Revenue Fund. LADOT is also pursuing outside grants, including one offered by the Department of Energy, to fully fund all aspects of this pilot program.

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