CITY OF LOS ANGELES

INTER-DEPARTMENTAL CORRESPONDENCE

Date:

June 5, 2019

To:

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:

DOCKLESS BIKE/SCOOTER SHARE PILOT PROGRAM UPDATE

SUMMARY

As directed by the City Council (Council) in Council File 17-1125, this report provides a quarterly update on the One-Year Dockless On-Demand Personal Mobility Pilot program including updates on MyLA311 integration, parking, enforcement, and education and outreach, as well as a report-back on using technology to regulate speeds depending on street conditions and location.

RECOMMENDATION

- 1. RECEIVE and FILE this report.
- 2. REQUEST for City Attorney to draft an ordinance establishing a fine structure for enforcement.

BACKGROUND

On February 13, 2019, The Los Angeles Department of Transportation (LADOT) provided an overview of the 120-day conditional permit phase for dockless mobility vehicles and expectations for the forthcoming one-year permit. At that time, LADOT reported on MyLA311 integration, enforcement, parking zones, instructional signage, and community outreach.

Since the integration of MyLA311, constituents have submitted approximately 1,200 service requests, primarily for improperly parked vehicles. Table 1 identifies total service requests received by each operator, and Table 2 identifies total service requests by individual Council District (CD). MyLA311 now connects dockless mobility service requests to the Los Angeles Bureau of Sanitation's (LASAN) SanStar system. This feature enables LADOT to reassign service requests for vehicles not removed within five days directly to LASAN for impound. To date, LADOT has not required LASAN to remove any vehicles with this new function. LADOT and LASAN are working together to create a fee schedule for fines associated with the impound and storage of the vehicles. The base price for impound is equal to the Maintenance Laborer hourly rate plus any additional storage/impound fees.

In early March, 2019, LADOT worked with CD14 staff and several Business Improvement Districts (BIDs) to identify off-street scooter parking zone locations in Downtown Los Angeles (DTLA). LADOT installed 30 scooter parking zones throughout DTLA and plans to add an additional 20 scooter parking zones in CD11 this spring. Constituents can suggest dockless parking zone locations through the LADOT Dockless

webpage (https://ladot.io/programs/dockless/). Working with Council staff, LADOT reviews requests and compares proposed sites with high utilization corridors identified through trip data collected as part of the pilot program. To ensure parking compliance, LADOT required operators to submit parking plans with their application. Each plan includes incentives and/or disincentives to improve parking behavior.

LADOT received applications for the Dockless On-Demand Personal Mobility One-Year Permit from 11 operators (Bird, Bolt, CLEVR, Cloud, HOPR, Jump, Lime, Lyft, Sherpa, Spin, and Wheels). A total of eight operators (Bird, Bolt, Jump, Lime, Lyft, Sherpa, Spin, and Wheels) met all requirements and are now participating in the program with a total approved fleet size of 36,170 dockless shared mobility vehicles (Table 3). Of this 36,170, operators are required to deploy 17,660 dockless shared mobility vehicles in disadvantaged communities (DACs) including those in the San Fernando Valley (Table 4). Three operators (CLEVR, Cloud, and HOPR) were unable to secure sufficient bond and insurance coverage before the required deadline, were not granted permits, and are prohibited from participating in the program.

LADOT collected \$3,255,400 in fees for the Dockless On-Demand Personal Mobility One-Year Permit program (Table 5). From December 31, 2018 through April 15, 2019, riders took approximately 1,865,629 total trips with an average trip length of approximately 1.2 miles.

DISCUSSION

Community Outreach

Between February 26 and March 20, 2019, LADOT hosted five community meetings to provide general information to the public on the permit review process. Operators, local BIDs, Neighborhood Councils, and Council District staff attended. A summary of meeting attendance is attached (Table 6).

Notable public comments and concerns expressed include:

- How can dockless mobility help improve active transportation infrastructure?
- How can members of the community hold a rider responsible for a crash?
- How can LADOT work with Dockless Operators to enforce safety at the Venice Beach Bike Path?
- Can LADOT provide funding to the Los Angeles Police Department (LAPD) for enforcement?
- Dockless Operators are causing local bicycle rental business to lose revenue. How can LADOT enforce deployment strategies and geo-fences that protect local businesses?
- Will low-income individuals face a disparity in tickets because of the incentive to deploy in DACs?

LADOT staff will continue to host quarterly outreach meetings at locations throughout the City of Los Angeles (City). Locations are primarily determined based on dockless device usage, informed by trip data collected as part of the pilot program. The second phase of outreach meetings began in May 2019, at the following locations:

- Wednesday, May 29 Van Nuys City Hall (Council District 6)
- Monday, June 3 Little Tokyo Public Library (Council District 14)
- Tuesday, June 4 Fairfax Library (Council District 4)
- Wednesday, June 5 Wilshire Library (Council District 4)
- Tuesday, June 11 Bureau of Engineering West LA District Office (Council Districts 5 and 11)

• Wednesday, June 12 - Abbot Kinney Memorial Branch Library (Council District 11)

As part of the outreach plan submitted with their application, operators are required to submit a detailed quarterly report including a log of all outreach conducted as well as any outreach materials provided to key stakeholders and residents. The first quarterly outreach report from all Operators is due on June 21, 2019.

Vehicle Speed and Sidewalk Use

In response to both community feedback and Council direction, LADOT is pursuing technology solutions to regulate scooter speeds based on street condition and location. Since the start of the One-Year Permit Program, LADOT partnered with CD11 to implement a geo-fence (a digital map boundary) surrounding the Venice Beach Boardwalk along Ocean Front Walk, Venice Beach Bike Path, and the Venice Canals. Operators are prohibited from deploying their vehicles within the geo-fence and LADOT requires all scooters to throttle the speed down to 0 mph in areas within the geo-fence to promote safe riding practices. Bird, Spin, and Lime have communicated that they can throttle vehicle speeds remotely.

LADOT is also researching technology to deter sidewalk riding. Operators are developing technology that utilizes small Bluetooth beacons that could detect when a scooter is close to a curb and provide warnings to stay away or slow down. The Operators indicated they are working towards methods to detect the difference between a roadway and a sidewalk. LADOT will continue to explore all options, especially as technology continues to evolve.

Safety

The Los Angeles Fire Department's (LAFD) Emergency Medical Services Bureau provides LADOT with weekly reports on incidents involving e-scooters. From January 1, 2019 through May 25, 2019, LAFD reported 160 incidents involving e-scooters:

- 80 patients for which an electronic patient care report was created (Pt ECPR)
- 37 patients transported by paramedics (TSP ALS)
- 22 patients transported by emergency medical technicians (TSP BLS)
- 21 patients treated with no transport

LADOT and LAPD worked together to prevent sidewalk riding by informing Traffic Divisions of enforceable actions and proper parking education. The current fine for sidewalk riding is \$197. LAPD reported a total of 52 traffic collisions involving scooters from January 1, 2019 through April 27, 2019.

Education Campaign

LADOT staff partnered with the City of Santa Monica's "Take the Friendly Road" dockless safety campaign to promote public education and regional collaboration around scooter safety. This educational campaign will launch in summer 2019 and will be shared on bus shelter posters and bus interiors.

LADOT also partnered with CD14 to create educational assets that were shared on several platforms. Councilmember Jose Huizar and LADOT shared on social media to promote safe riding, proper parking behavior, and the use of MyLA311.

Mobility Data Specification

In order to manage thousands of new scooters and bicycles on streets and sidewalks, LADOT requires Dockless Mobility Providers to share information with LADOT under the Mobility Data Specification (MDS). This helps LADOT set a consistent standard for all dockless scooter and bicycle operations in Los Angeles, and allows for effective enforcement of the Council-adopted rules and guidelines. As LADOT works to achieve its safety, congestion relief, equity, and sustainability responsibilities, the Department also has a responsibility to protect individual privacy. LADOT created a set of Data Protection Principles (Attachment A) that will apply to all data we obtain from Providers. The full text can be found at ladot.io/programs/dockless.

Stakeholder input was central to the development of these principles. LADOT hosted the draft principles document on its website and opened a public comment period for two full weeks. While over 800 people visited the website during this public comment period, only 12 entities and individuals provided feedback. LADOT responded to comments and hosted a final draft online. To summarize, LADOT will apply the following data standards to all data obtained through the Dockless Mobility One Year permit:

- Data categorization: LADOT designates raw trip data as Confidential Information under the City
 of Los Angeles Information Technology Policy Committee (ITPC) Information Handling
 Guidelines. This long-standing policy for the City of Los Angeles governs the obligations of the
 City to protect all manners of data under its control. LADOT will withhold this Confidential
 Information as exempt from release under the California Public Records Act.
- Data minimization: LADOT will mandate data sets solely to meet the specific operational and safety needs of LADOT objectives in furtherance of its responsibilities and protection of the public right of way. Where possible, LADOT will aggregate, de-identify, obfuscate, or destroy raw data where we do not need single vehicle data or where we no longer need it for the management of the public right-of-way.
- Access limitation: LADOT will limit access to raw trip data related to vehicles and vehicle trips to what is required for our operational and regulatory needs as established by the City Council.
- 4. **Security**: The City will enact appropriate administrative, physical, and technical safeguards to properly secure and assure the integrity of data.
- 5. **Transparency for the public**: The public deserves a clear description of the data used by LADOT and the ways such data is pertinent to the responsibility of protecting the public right-of-way. To that end, LADOT will publish a list of the data types collected via the MDS and the length of time we retain that data.

Equity

Pilot regulations require operators to provide incentives to address both place- and people-based equity. LADOT required each operator to submit an equity plan and community engagement quarterly summary as part of the permit application. LADOT requires each equity plan to include strategies to improve access for low-income residents including a cash option, non-smartphone option, and a low-income pricing plan (Table 7). LADOT also requires operators to submit the results of an "Operator Survey" that will be distributed to riders. The first quarterly report is due June 21, 2019 and will inform

LADOT staff on the success of user education, rider demographics, impacts on mobility options, and the usage of equity options.

Enforcement

LADOT reserves the right to reduce operators' permitted fleet size, implement geo-fences to identify where deployment is prohibited, and revoke the permit in the event of repeated infractions for non-compliance with the permit requirements. Additionally, LADOT is currently working to develop a formal process and procedure to identify common infractions and appropriate steps leading to revocation of permit. Proposed enforcement mechanisms and fines are detailed in Tables 8 and 9.

FISCAL IMPACT

There is no fiscal impact as this report is informational.

SJR:MP:je

Attachments

Table 1: MyLA311 Service Requests by Operator

Operator	Number of Service Requests (2/28/19-5/28/19)
Bird	763
Bolt	1
Jump	534
Lime	1,018
Lyft	325
Sherpa	3
Spin	70
Wheels	316
None Indicated*	107
Total	3,137

^{*} Service requests are routed to the Bureau of Transportation Technology for requests where a constituent does not know or provide the name of the responsible company.

Table 2: MyLA311 Service Requests by Council District

Council District	Total Service Requests (as of 5/28/19)	
1	81	
2	80	
3	3	
4	189	
5	270	
6	7	
7	2	
8	8	
9	17	
10	89	
11	1,692	
12	6	
13	103	
14	587	
15	3	
Total	3,137	

Table 3: Dockless Vehicles Permitted by Council District

Council District	Bird	Wheels	Sherpa	Lyft	Spin	Lime	Bolt	Jump	Total by Council District
1	250	0	0	334	415	550	90	700	2,339
2	950	0	134	100	800	50	0	0	2,034
3	0	0	134	100	800	50	0	0	1,084
4	825	200	134	350	1,500	575	82	200	3,866
5	1,175	800	134	250	1,500	900	82	800	5,641
6	50	0	134	100	800	0	0	0	1,084
7	0	0	0	0	800	0	0	0	800
8	125	0	0	84	0	350	0	200	759
9	125	150	0	83	415	300	82	400	1,555
10	100	0	0	333	415	250	82	800	1,980
11	1,950	1,500	0	1,250	1,000	500	82	1,200	7,482
12	0	0	0	100	800	0	0	0	900
13	700	200	0	333	415	875	0	800	3,323
14	50	150	0	583	425	1,000	0	400	2,608
15	200	0	0	0	415	100	0	0	715
Total by Company	6,500	3,000	670	4,000	10,500	5,500	500	5,500	36,170

Table 4: Dockless Vehicles Deployed

	Vehicle Counts					
Operator	Total Vehicles Permitted	Actual Vehicles Deployed (average between 4/15-4/29)	Vehicles deployed in San Fernando Valley DACs	Vehicles deployed in all other DACs		
Bird (scooters)	6,500	3,049	1,000	2,500		
Bolt (scooters)	500	No vehicles deployed as of 5/3		250		
Jump (scooters & e-bikes)	5,500*	3,321		2,500*		
Lime (scooters)	5,500	5,467		2,500		
Lyft (scooters)	4,000	2,609	500	500		
Sherpa (scooters)	670	No vehicles deployed as of 5/3	410	1		
Spin (scooters)	10,500	1,023	5,000	2,500		
Wheels (e-bikes)	3,000	2,029		-1		
Total	36,170	17,498	6,910	10,750		

^{*} Jump total fleet size is 2,750 scooters and 2,750 e-bikes for a grand total of 5,500 vehicles.

^{**}Jump vehicle fleet in DACs other than San Fernando Valley consists of 1,250 scooters and 1,250 bikes.

Table 5: Fees Received from Permitted Operators

	Number	Cost	Total
Permit Application Fees	8 permittees	\$20,000/permit	\$160,000
Vehicle Fees (Non-Disadvantaged Communities)	18,510 vehicles	\$130/vehicle	\$2,406,300
Vehicle Fees (Disadvantaged Communities)	17,660 vehicles	\$39/vehicle	\$688,740
Total	36,170 vehicles		\$3,255,040

Table 6: Dockless Community Meetings in First Quarter of Pilot

Date (2019)	Location	Total Attendees
February 26th	CalTrans HQ (DTLA)	33
March 5th	San Pedro Library	12
March 12th	Sherman Oaks Public Library	12
March 14th	Will & Ariel Durant Library (Hollywood)	5
March 20th	Disability Community Resource Center (Mar Vista)	35

Table 7: Equity Options Provided by Operators

Operator	Cash Option	Non-smartphone Option	Low-income Pricing Plan*
Bird	Prepaid debit cards	Text to unlock vehicle	\$5/month for unlimited 30 minute rides
Bolt	Request appointment with Bolt Field team to pick up a money order to mail in prepaid amount	Text to unlock vehicle	50% off
Jump	PayNearMe account with cash	Call JUMP support to unlock vehicle	\$5/month for unlimited 60 minute rides
Lime	PayNearMe account with cash	Text to unlock	Free for 30 minutes
Lyft	Prepaid debit cards	Call line to start and end scooter rides	\$5/month for unlimited 30 minute rides
Sherpa	Prepaid debit cards	Text to unlock	\$20/month for unlimited 30 minute rides
Spin	Purchase Spin Access card at partner locations	Text to unlock	\$10/ month for unlimited 30 minute rides
Wheels	Prepaid debit cards	Promo card and 2 hour advance text	Lifeline (provide free smartphones) to activate free 30 minute rides

 $[\]hbox{* Participation in local/state/federal assistance program most common method of low-income verification.}$

Table 8: Dockless Pilot Compliance and Enforcement Guidelines

Dockless Pilot Program Compliance and Enforcement Guidelines							
LADOT reser	LADOT reserves the right to update enforcement guidelines and schedule throughout the course of the program.						
Violation Type	Compliance Thresholds	Tracking Mechanism	Enforcement Schedule				
Fleet Cap	Pass/Fail -7am Daily DAC Deployment -Avg Daily Peak Fleet Snapshot	Data (MDS)	Class A				
Parking	75% compliant with Parking Guidelines in Permit R&G according to 2% fleet sample size (to be updated)	Data (MDS) Staff in field "Red Flag" Days	Class A				
Geofence	Pass/Fail -Deployment in GeoFence -Riding (0mph throttling, disincentives)	Data (MDS) Staff in Field	Class A				
Pass/Fail -Quarterly Report -Availability of Info/Plan		Data (MDS) Staff checks	Class B				
Insurance	Pass/Fail	Staff checks	Class C				
Outreach	Pass/Fail -Quarterly Report -Monthly Meetings	Staff checks	Class B				
MDS	Full MDS integration	Ongoing					
MyLA311 Service Requests	Service request closed within 2 hours Indication of improperly closed SRs	Data (Socrata + MDS)	Class D				

Table 9: Fine/Enforcement Schedule

Class A

Class C

Class B \$250

Fine/Enforcement Schedule							
Operators will be required to respond to a violation notice within 2 weeks, and resolve the issue after an additional 4 weeks. Failure to act within 4 weeks constitutes escalation to permit suspension and/or revocation (Class D is an exception). LADOT reserves the right to use geo-fencing technology as an additional enforcement action.							
lass A	\$500 (Fine 1)		' '	Permit Revocation (Fine 4)			
lass B	\$250		,	Permit Revocation (Fine 4)			

days)

Permit Revocation (failure to remedy by 30

Permit Suspension Class D \$50 (each service request not in compliance)