**MANAGEMENT MEMO**

**SUBJECT:**
ZERO-EMISSION VEHICLE PURCHASING AND ELECTRIC VEHICLE SERVICE EQUIPMENT INFRASTRUCTURE REQUIREMENTS

**DATE ISSUED:**
DECEMBER 2, 2016

**EXPIRES:**
UNTIL RESCINDED OR INCORPORATED INTO SAM

**REFERENCES:**
PUBLIC RESOURCES CODE §25722.5 (e) AND §25722.8; AB 32 GLOBAL WARMING SOLUTIONS ACT OF 2006; EXECUTIVE ORDER B-16-12; EXECUTIVE ORDER B-18-12; MANAGEMENT MEMO 16-02 (STATE FLEET ACQUISITION PLAN); STATE ADMINISTRATIVE MANUAL SECTION 4120 ET. SEQ.

**ISSUING AGENCY:**
DEPARTMENT OF GENERAL SERVICES

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**Summary**

This Management Memo provides direction to all state agencies under the Governor's executive authority on expanded zero-emission vehicle (ZEV) and alternative fuel vehicle (AFV) purchasing and infrastructure support requirements in furtherance of Executive Order (EO) B-16-12, EO B-18-12, and Public Resources Code §25722.8. It also provides further guidance to state agencies in their exercise of EO B-16-12’s public safety vehicle exemption, as well as an agency’s authority for reimbursement during public/employee use of state EV charging infrastructure.

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**Purpose**

The State of California is committed to establishing policies and programs that reduce greenhouse gases, protect air and water quality, promote energy diversity and support low-carbon alternative fuel technologies. In support of these initiatives, the State of California strives to be a leader in ZEV adoption by integrating ZEV’s into the state fleet, sharing best practices, and expanding workplace charging and incentives for employees and visitors to state facilities. In Fiscal Year (FY) 2014/2015, state agencies exceeded Governor Brown’s direction in EO B-16-12 that 10% of state fleet, light-duty vehicle procurements be ZEVs. However, recognizing that state can achieve even more, in October 2016, Governor Brown released the 2016 ZEV Action Plan, a successor to the 2013 ZEV Action Plan which identified specific actions for state government to take in order to meet the milestones of EO B-16-12 and EO B-18-12. Among other new actions and priorities that were introduced, the 2016 ZEV Action Plan directs the Department of General Services (DGS) to:

1) establish new goals for state fleet ZEV purchases so that 50% of annual light-duty fleet purchases are ZEV by 2025; and,

2) assist state agencies in the development and implementation of each agency’s workplace charging plan that will result in EV charging availability at a minimum of 5% of workplace parking spaces at state-owned facilities; and,

3) evaluate and update EO B-16-12’s ZEV purchasing exemption for public safety vehicles with special performance requirements to ensure that ZEVs are integrated into public safety mobile assets under all feasible circumstances.

Accordingly, this management memo seeks to build upon and expand Governor Brown’s ZEV purchasing and ZEV infrastructure development goals to further

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demonstrate the state’s commitment to these technologies and the increasing role that they play in meeting our environmental goals.

### Policy Overview

1) **Expanded ZEV Purchasing:** By FY 2024/2025, state agency light-duty fleet acquisitions\(^1\) will now meet or exceed 50% ZEVs on an annual basis\(^2\). Beginning in FY 2017/2018, state agency ZEV purchasing requirements will increase by 5% each year through FY 2024/2025.

2) **ZEV Telematics Option:** Beginning in FY 16/17, state agencies will no longer be required to make 50% of annual ZEV purchases be pure ZEVs (i.e. battery electric or hydrogen fuel cell vehicle) where an agency has integrated vehicle telematics within 100% of its ZEV fleet.

3) **EV Infrastructure:** When submitting a Fleet Acquisition Plan (FAP) to the Department of General Services (DGS), Office of Fleet and Asset Management (OFAM), state agencies must be able to demonstrate sufficient ZEV infrastructure (to support an agency’s existing and requested ZEV’s\(^3\)) in order to receive FAP approval.

4) **ZEV / Hybrid First Purchasing:** Beginning in FY 17/18, state agencies will be subject to a “ZEV/Hybrid First” policy requiring state agencies to procure battery electric, hydrogen fuel cell, plug-in hybrid, and/or hybrid vehicles, in-lieu of fossil fuel consuming internal combustion vehicles and other specified vehicles, when available in a comparable vehicle class on state contract.

5) **Special Performance Requirements:** State agencies that choose to exempt public safety vehicles from annual ZEV purchasing requirements shall do so in accordance with the updated public safety exemption requirements outlined in State Administrative Manual (SAM) section 4121.4.

6) **ZEV Infrastructure Planning:** By February 15, 2017, state agencies shall submit to the Department of General Services (DGS), Office of Sustainability, a Five-Year ZEV Infrastructure Readiness Survey which evaluates each state agency’s ability to support 5% workplace charging and projected ZEV integration within its fleets through FY 2020/2021. State agencies with 25 or more facilities may complete the survey for all facilities, or may complete the

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\(^1\) Acquisitions include both purchased and leased fleet vehicles.

\(^2\) In accordance with EO B-16-12, public safety vehicles with special performance requirements are exempt from this requirement.

\(^3\) Agencies are responsible for meeting the infrastructure needs of both agency owned and DGS or privately leased vehicles.
survey in two parts. If completing in two parts, the first response covering those facilities supporting their fleet is due by February 15, 2017; supplemental survey responses for the remainder of facilities that do not support fleet vehicles are due by June 1, 2017.

Upon completion of the survey, state agencies shall begin comprehensive site assessments on those facilities identified to be in need of EV charging infrastructure improvements in order to support the agency’s workplace charging and ZEV fleet procurements through FY 2020/2021.

7) **EV Charging Reimbursement Authority**: When an agency elects not to charge a monetary fee for use of the EV charging station, such an action may be considered a public benefit and not a gift of public funds that is prohibited by Section 6 of Article XVI of the California Constitution.

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**Definitions**

**Zero-Emission Vehicle**

A ZEV is a vehicle that emits no tailpipe pollutants from its onboard source of power. ZEVs include pure zero-emission vehicles such as: hydrogen fuel cell vehicles (FCVs) and battery electric vehicles (BEVs). Plug-in hybrid electric vehicles (PHEVs) are considered transitional zero-emission vehicles and may be considered toward a state agency’s ZEV purchasing requirements.

**Fleet Acquisition Plan**

A FAP consists of a series of specified documents that DGS requires from state agencies in order for DGS to approve the addition or replacement of mobile assets within the state fleet. Detailed information regarding the FAP process can be found in SAM §4120.

**Electric Vehicle (EV) Charging Infrastructure**

EV infrastructure is defined as electrical systems, structures, machinery, and equipment necessary and integral to support a plug-in electric vehicle (PEV). The facility’s electrical backbone (systems) often requires major upgrades to the entire infrastructure when multiple electric vehicle service equipment (EVSE) units are installed. These upgrades can impact the utility’s electrical service connections and exceed the facility’s electrical capacity limits. Facilities installing several units or more must have an electrical engineer evaluate the current load limitations and design the upgrades needed to meet the facility’s EVSE goals. Electric vehicle service equipment (EVSE) is commonly categorized into one of three types:

1) **Level 1 EVSE** – typically provides charging through a 120 volt (V), alternating-current (AC) charger or plug. These units require a dedicated 20 amp circuit for a single head charger and a 40 amp circuit for a double head charger. Level 1 charging generally takes 8 to 12 hours to completely charge a fully depleted battery.

2) **Level 2 EVSE** – typically provides charging through a 240V single phase charger. These units require a dedicated 40 amp circuit for single head chargers and 80 amp circuit for double head chargers. Level 2 charging generally takes 4 to 6 hours to completely charge a fully depleted battery.
Definitions (Cont.)

3) Level 3 EVSE - (commonly known as DC fast charging or CHAdeMO) typically charges through a 480V, three phase 120 amp direct-current (DC) charger. Most Level 3 chargers are single head systems that can provide an 80% charge in as little as 30 minutes. There are 25 amp and 50 amp fast chargers which charge at a slower pace and can take up to two hours to fully charge.

Vehicle Telematics
A telematics device is a system that is installed in a vehicle that records and transmits information about the vehicle such as the current odometer, maintenance needs, and fuel consumption.

Background

Executive Order (EO) B-16-12
On March 23, 2012, Governor Brown issued EO B-16-12 ordering “California’s state vehicle fleet increase the number of its zero-emission vehicles through the normal course of fleet replacement so that at least 10 percent of fleet purchases of light-duty vehicles be zero-emission by 2015 and at least 25 percent of fleet purchases of light-duty vehicles be zero-emission by 2020. This directive shall not apply to vehicles that have special performance requirements necessary for the protection of the public safety and welfare.” EO B-16-12 also established a goal that “by 2020 the State’s zero-emission vehicle infrastructure will be able to support up to one million vehicles.”

Executive Order (EO) B-18-12
On April 25, 2012, Governor Brown issued Executive Order (EO) B-18-12 ordering that “state agencies identify and pursue opportunities to provide electric vehicle charging stations, and accommodate future charging infrastructure demand, at employee parking facilities in new and existing buildings.”

Public Resources Code §25722.8(a)
Establishes the goal of reducing or displacing the consumption of petroleum products by the state fleet when compared to the 2003 consumption levels based on the following schedule:

1) By January 1, 2012, a 10 percent reduction or displacement.
2) By January 1, 2020, a 20 percent reduction or displacement.

ZEV Purchasing and Credits
State agencies are expected to integrate ZEVs into their fleets through the normal course of vehicle replacements. Where an agency exceeds the amount of ZEVs it is required to purchase in a given FY, the agency will receive credits that it can apply toward its ZEV purchasing requirements in future years. State agencies are encouraged to exceed their annual ZEV purchasing requirements where opportunities for further ZEV integration exist within their respective fleets. Please refer to State Administrative Manual (SAM) Section 4121 for further information on PHEV purchasing and ZEV credit ratios as established by the Air Resources Board (ARB).
Statewide Contracts
DGS has established statewide, vehicle contracts for specific FCV (light duty), BEV (light and medium duty) and PHEV (light and medium duty) models to ensure the state fleet meets the EO requirements. DGS has also established Electrical Vehicle Supply Equipment (EVSE) contracts for Level 1, 2, and 3 electric vehicle charging stations that are available to all state agencies. As manufacturers expand their ZEV models that would support further ZEV integration into the state fleet, DGS will add additional items to the state’s vehicle and EVSE contracts.

State Fleet Fuel Reporting
Public Resources Code Section 25722.5(e) (10) requires state agencies to report to DGS their total annual fuel consumption, including alternative fuels. EO B-2-11 also directs state agencies to provide OFAM’s Fleet Asset Management System (FAMS) with monthly updates including fleet utilization and fuel use data. State agencies are required to collect and report into FAMS the amount of electric fuel and hydrogen fuel used by the ZEVs in their fleet as part of their alternative fuel reporting.

2016 ZEV Action Plan
In October 2016, Governor Brown issued the second iteration of the Zero Emission Vehicle Action Plan (Plan) which provides an updated roadmap toward EO B-16-12’s call for 1.5 million Zero Emission Vehicles on California Roadways by 2025. Amongst several updates, the Action Plan: 1) requires that 50% of all state agency light-duty vehicle procurements be ZEV by 2025; 2) directs state agencies, in coordination with DGS, to install EV charging stations at a minimum of 5% of all workplace parking spaces at state owned facilities and, 3) directs DGS to evaluate and update EO B-16-12’s ZEV purchasing exemption for public safety vehicles with special performance requirements to ensure that ZEVs are integrated into public safety mobile assets under all feasible circumstances.
Policy #1: Expanded ZEV Purchasing Requirements

Beginning in Fiscal Year (FY) 2017/2018, state agencies will be required to increase their annual ZEV purchasing requirements by 5% each year through FY 2024/2025. As EO B-16-12 presently directs each state agency to ensure that at least 10% of its annual, light-duty fleet purchases be ZEV, a state agency will now be required to increase its annual light-duty ZEV purchasing as follows:

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<th>Fiscal Year</th>
<th>EO B-16-12 ZEV Purchasing Requirements (CURRENT)</th>
<th>EO B-16-12 ZEV Purchasing Requirements (NEW)</th>
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Policy #2: ZEV Telematics Option

To provide state agencies with greater flexibility in meeting their ZEV purchasing requirements, beginning in FY 16/17, state agencies will no longer be required to make 50% of annual ZEV purchases be pure ZEVs (i.e. Battery Electric or Fuel Cell Vehicle) where an agency has integrated ZEV capable vehicle telematics within 100% of its ZEV fleet. An EV capable vehicle telematics solution must be able to accurately report electricity, hydrogen, and petroleum (as applicable) fuel usage, as well as other critical DGS FAMS data such as odometer information, on a monthly basis. The deployment of a ZEV capable vehicle telematics solution will provide the deploying agency and DGS the tools necessary to ensure that ZEV vehicles, particularly plug-in hybrid electric vehicles, are utilized in the most fuel-efficient manner possible. To ensure these requirements are met, please consult with DGS OFAM prior to deploying a ZEV telematics solution.

Policy #3: EV Infrastructure

When submitting a FAP to DGS OFAM (see SAM section 4120 et. seq.), state agencies must be able to sufficiently demonstrate an ability to support, through EV infrastructure, both its existing and requested ZEV’s. Where a state agency cannot sufficiently demonstrate an ability to support its ZEV acquisitions, DGS may not approve an agency’s fleet acquisition plan. See SAM Section 4121.6 for further information and details.
Policy #4: ZEV / Hybrid First Purchasing Policy

Beginning in FY 17/18, state agencies are required to purchase ZEV’s (including Battery Electric, Fuel Cell, and Plug-In Hybrid) and Hybrid-Electric Alternative Fuel Vehicles (Hybrid AFV’s), where feasible, in lieu of light-duty vehicles that are powered solely by internal combustion engines utilizing fossil fuels and flex-fuel vehicles or bi-fuel vehicles powered by petroleum based fuels.

When listing additional or replacement vehicles for FAP submission to OFAM, a state agency shall select vehicles based on the agency’s ability to integrate the vehicle technology pursuant to the following priority structure:

1) Pure ZEVs (Battery Electric & Fuel Cell Vehicles)
2) Plug-in Hybrid ZEVs
3) Hybrid-Electric Alternative Fuel Vehicles

The requirement to purchase ZEV and Hybrid AFV vehicles will be limited to light-duty vehicle classes and categories where a comparable ZEV or Hybrid AFV available on the Department of General Services’ (DGS) statewide contract. This requirement does not apply to requests for vehicles with special performance requirements necessary for the protection of public safety and welfare.

Where an agency selects a light-duty vehicle that does not fall within one of the prioritized vehicle technologies available on state contract, an agency must be able to sufficiently demonstrate that no Pure ZEV, Plug-in Hybrid ZEV, or Hybrid AFV available on state contract can meet the agency’s programmatic transportation requirements for that particular vehicle selection.

Additional information on this policy can be found in SAM Section 4121.1, ZEV and Hybrid First Purchasing Mandate.

Policy #5: Special Performance Requirements Criteria

EO B-16-12 specifies that only public safety vehicles with special performance requirements are exempted from a state agency’s annual ZEV purchasing requirements. Governor Brown’s 2016 ZEV Action Plan requires DGS to evaluate and provide further guidance to agencies as to the appropriate circumstances under which the public safety exemption should be invoked so as to ensure that ZEVs are integrated into public safety mobile assets wherever feasible.

Accordingly, when submitting a FAP to DGS that invokes this exemption for one or more light-duty vehicle within its fleet, a state agency must be able to specifically demonstrate that:

1) The vehicle is an authorized emergency vehicle pursuant to California Vehicle Code §165; and,

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4 Light-duty vehicles leased through DGS will be counted, in accordance with this policy, toward the leasing department’s annual ZEV purchasing requirement and compliance totals.
Policy #5: ZEV Special Performance Requirements Criteria (Cont.)

2) The vehicle, pursuant to California Vehicle Code §21055, may be
   a. driven in response to an emergency call or while engaged in rescue operations, or
   b. driven in immediate pursuit of an actual or suspected violator of the law,
   c. driven in response to, but not returning from, a fire alarm, or
   d. operated from one place to another as rendered desirable or necessary by reason of an emergency call and operated to the scene of the emergency, or
   e. operated from one fire station to another or to some other location by reason of the emergency call; and,

3) The vehicle must be able to reach the anticipated emergency location within 30 minutes to no more than 1 hour.

4) Where emergency response is not the primary purpose of a vehicle, a state agency must be able to demonstrate that the specific vehicle may be used as part of an established mutual aid agreement that would necessitate an emergency response as outlined above.

Policy # 6: ZEV Infrastructure Planning

Five-Year ZEV Infrastructure Planning: Phase 1

Using a template and instructions provided by DGS, Office of Sustainability, state agencies shall conduct a Five-Year ZEV Infrastructure Readiness Survey that:

1) Evaluates an agency’s light-duty fleet and identifies how many traditional internal combustion engine vehicles will be replaced with ZEVs on a yearly basis to meet ZEV purchasing requirements through FY 2020/2021.

2) Identifies the number and types of ZEVs that an agency intends to purchase on a fiscal year basis through FY 2020/2021.

3) Identifies every facility where parking is made available, or will be made available, for workplace or public purposes, or where fleet vehicles will be domiciled and/or frequently parked. Specifically:
   a. Whether the facility is agency owned, privately leased, or publicly leased – in whole or in part;
   b. Each facility name and address;
   c. Total number of parking stalls available for fleet, employee, and public parking for each applicable facility;

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Policy # 6:
ZEV Infrastructure Planning (Cont.)

4) Identifies the current quantity and types (L1, L2, L3, etc.) of EV charging stations at each facility which are available for public, workplace, and/or fleet vehicle charging. This includes whether infrastructure upgrades have been made in anticipation of future EV charging station installation.

5) Identifies and lists any hydrogen fueling station locations (as applicable) intended as the primary fueling station to support anticipated FCV acquisitions.\(^5\)

6) Identifies and prioritizes an agency’s state-owned facilities that the agency determines to have insufficient EV charging infrastructure to support their state fleet ZEV purchasing requirements through FY 2020/2021. State agencies should prioritize state-owned facilities over privately leased facilities where feasible.

The *Five-Year ZEV Infrastructure Readiness Survey* shall be submitted to the DGS, Office of Sustainability by February 15, 2017. However, state agencies that occupy 25 or more facilities may submit their survey in two parts if additional time is required. Agencies choosing this option must first submit all fleet vehicle, fleet electric vehicle infrastructure, and fleet supporting facility related information by February 15, 2017.\(^6\) An agency must then submit to DGS its supplemental survey response that includes all facility related information for non-fleet supporting facilities by June 1, 2017.

It should be noted that early submittal is always encouraged as it will assist with advanced planning at each facility.

**Five-Year ZEV Infrastructure Planning: Phase 2**

The Five-Year ZEV Infrastructure Readiness will form the foundation for each agency’s Phase 2 ZEV infrastructure plan. Upon submission, DGS will evaluate each agency’s *Five-Year ZEV Infrastructure Readiness Survey* to ensure that both fleet and ZEV infrastructure planning is adequately addressed and prioritized. DGS will also work with agencies to identify multi-departmental and regional opportunities that make use of economies of scale for related ZEV infrastructure contracts and grants. At the conclusion of DGS’ review, each agency shall begin conducting Phase 2 site assessments; these assessments are detailed analysis of a facility’s ability to support EVSE infrastructure and identify limitations. Prioritization should be given to state-owned facilities identified as being in need of EV charging infrastructure improvements in order to support the agency’s ZEV fleet.

\(^5\) Open and planned hydrogen fueling stations can be found here: [http://cafcp.org/stationmap](http://cafcp.org/stationmap).

\(^6\) This includes facilities that currently are not supporting fleet vehicles, but are planned to, in the next 5 years.
procurements through FY 2020/2021. Agencies should use professional staff to evaluate the capacity limits and the infrastructure upgrades required to meet the electrical loads and building codes for new EVSE installations.

DGS is available, on a fee for service basis, to assist agencies with the comprehensive site assessments, the design and engineering, and contracting for the infrastructure upgrades and EVSE installation, inspection, and activation.

State agencies shall conduct comprehensive site assessments for each of the identified facilities as outlined below. As part of these site assessments, agencies should identify internal fund sources, incentive or grant funds, external sources, and/or work with DGS to identify other potential funding opportunities.

1) Each facility assessment should identify the number and types of fleet and workplace ZEVs that the facility will need to support through FY 2020/2021.

2) Comprehensive electrical backbone and infrastructure assessments must be conducted by the agency’s own licensed staff, via Architecture and Engineering (A&E) contract, or by DGS Office of Sustainability staff. Agencies should use electrical engineers to evaluate the capacity limits and the infrastructure upgrades required to meet the electrical loads for new EVSE units. Architects should evaluate the Access Compliance limitations and the scope of work needed to meet the ADA requirements. Structural engineers should be used to identify any structural limitations and the scope of work needed to meet current building codes. Civil engineers should be used to identify any existing limitations and the scope of work needed to meet any existing building codes.

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Policy # 6: ZEV Infrastructure Planning (Cont.)

3) Assessments shall identify facility-specific EV charging and hydrogen fueling infrastructure needed to support the agency’s future ZEV needs (fleet, workplace and public).

   a. For EVSE charging infrastructure, this includes identifying the types and quantities of EVSE (Level 1, 2, 3) that is proposed to be deployed at the facility, and should differentiate deployment between public, workplace, and fleet infrastructure.\textsuperscript{11} State agencies must factor in any ongoing or planned facility expansion, program changes impacting staffing or public parking, near term projects in the parking areas, or any other foreseen changes in use.

4) Assessments must take into consideration potential charging times, optimal locations, current electrical capacities, locations of service panels, potential utility upgrades, networking requirements, safety issues, and employee access to EV chargers.

5) Assessments must also factor in all federal, state, and local statutes and regulations that may have bearing on EV and hydrogen infrastructure improvements, including accessibility and State Fire Marshall requirements.

6) Assessments shall include two preliminary cost estimates: i) an estimate for adding EVSE using a facility’s current electrical system and considering the site’s current capacity limits; and, ii) an estimate for adding sufficient EVSE units, including all improvements necessary (including enhanced electrical backbone and capacity upgrades), to support an agency’s EV charging needs through 2020/2021).

   a. Agencies shall also include a tentative start date to begin design engineering and construction, a project delivery plan, and must identify the proposed parties responsibly for project delivery.

Beginning December 31\textsuperscript{st}, 2017, state agencies shall submit an annual update to DGS which details any changes to its original Five-Year ZEV Infrastructure Readiness Survey. This report shall also detail any material changes that have occurred at an assessed (or to-be assessed) facility relevant to EV or hydrogen infrastructure. DGS will evaluate the annual updates to ensure that a state agency can support its ongoing ZEV acquisitions for the state fleet.

Beginning December 31\textsuperscript{st}, 2017, state agencies that are carrying out the comprehensive site assessments of each of its facilities and/or to install the applicable charging infrastructure without DGS project management shall submit an annual report to DGS which details their progress and any significant setbacks or challenges encountered.

ZEV Infrastructure Plan guidance documents and templates can be found at https://www.dgs.ca.gov/dgs/Home/ZEVInfrastructure.aspx.

\textsuperscript{11} Note: agencies are encouraged to utilize public hydrogen fueling stations and/or offer land to host a publically accessible hydrogen charging station. However, “behind the fence” placement of hydrogen fueling infrastructure may be appropriate in certain circumstances.
Policy # 7:  
EV Charging 
Reimbursement 
Authority

Pursuant to Government Code section 14678, agencies may exercise discretion as to whether they will or will not charge employees and/or members of the public for use of an agency’s EV charging station at an agency maintained or joint-use motor vehicle parking facility. Where an agency elects not to charge a monetary fee for use of the EV charging station, such an action may be considered a public benefit and not a gift of public funds that is prohibited by Section 6 of Article XVI of the California Constitution.

DGS Contact(s)

Evan Speer, Chief  
Office of Fleet and Asset Management  
(916) 928-9865  
Evan.Speer@dgs.ca.gov

Nancy Jenkins, Deputy Director  
Office of Sustainability  
(916) 376-1794  
Nancy.Jenkins@dgs.ca.gov

Signature

Daniel C. Kim, Director  
Department of General Services

12/02/2016  
(Date)