



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Ryan Russo
Director, Oakland
Department of
Transportation

SUBJECT: Electric Vehicle Fast Charging at City
Center West Garage

DATE: September 20, 2021

City Administrator Approval 

Date: Oct 7, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt a Resolution Authorizing The City Administrator To Enter Into An Agreement With East Bay Community Energy For The Installation And Operation Of Electric Vehicle Fast Charging Stations At the City Center West Parking Garage At No Cost To The City And Waiving The Advertising, Bidding And the Request For Qualifications/Proposal Competitive Selection Requirements And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

EXECUTIVE SUMMARY

Vehicle electrification is an important strategy for air quality improvement and a priority action in Oakland's 2030 Equitable Climate Action Plan (ECAP). Cars and trucks burning gasoline and diesel create most of Oakland's local greenhouse gas (GHG) emissions, as well as other criteria air pollutants that disproportionately harm communities fronting major freeway systems. To reduce the pollution impacts of vehicles, the City must help as many Oaklanders as possible to move around without cars. Active transportation (walking and biking) and public transportation are the top priorities. For those who must use vehicles, electrification is the key.

Electric vehicles (EVs) reduce lifetime utilization expenses for drivers, contributing to increased financial security. They are an important component in boosting local energy independence and reduce localized air pollution and climate emissions. To encourage consumer adoption of EV's within the City of Oakland, EV charging infrastructure must be strategically deployed to ensure all residents, including renters, have equitable access to the benefits of EVs near term.

Oakland's ECAP calls for the development of a Zero Emission Vehicle Action Plan (ZEVAP).¹ As part of that scope of work, in 2021 the City's Department of Transportation held ZEVAP community workshops in neighborhoods identified by the California Environmental Protection

¹ <https://www.oaklandca.gov/projects/zero-emission-vehicle-action-plan>

Agency's CalEnviroScreen as areas in greatest need of investment in EVs and charging infrastructure if Oakland is to lead an equitable transition away from carbon intensive transportation options.² These included West Oakland and Fruitvale. Two community-based organizations, West Oakland Environmental Indicators Project and the Spanish Speaking Citizens' Foundation, were engaged as subcontractors to encourage grassroots participation by residents. Workshop attendees were overwhelmingly renters and noted that lack of access to charging infrastructure is the key barrier to EV adoption (lease or own) for a few key reasons. First, they do not have decision-making power over whether they can install an EV charger at their place of residence, whether a multifamily building or an older single-family home. In either scenario electrical upgrades are likely required and that investment falls to the landlord, not the renter. Participants also noted that since they do not have the same opportunity to charge at home as single-family homeowners, publicly available charging infrastructure should be developed near areas with a dense concentration of multifamily housing to overcome the disparate access to public charging by lower-income renters that exists today.³

The deployment of new charging infrastructure at municipal properties will tap into East Bay Community Energy's (EBCE) clean electric grid, leveraging carbon free renewable energy as a transportation fuel resulting in improved public health outcomes.

As the public power provider in the City of Oakland, EBCE is well positioned to make public investments in charging infrastructure that are tailored to community needs, informed by local data and input from its Joint Power Authority (JPA) members, including the City of Oakland. EBCE aims to increase EV charging access throughout its service area, particularly in areas with a high density of multifamily housing (affordable and market rate), and in low-income and disadvantaged communities as defined by the California Environmental Protection Agency's CalEnviroScreen.⁴

To that end, EBCE and City staff scoped an EV fast charging hub at the City Center West Parking Garage located at 1250 Martin Luther King Junior Way (Project). The Project site has approximately 1,500 parking spaces and is located within the California Air Resources Board's boundary of AB 617 community West Oakland.⁵ Once operational, it will be the second largest publicly available fast charging hub in Alameda County (17 dual port fast chargers serving 35 parking spaces) and the largest in the City of Oakland. To help offset EBCE's overall Project costs (\$1.45M) EBCE submitted a \$425,000 funding proposal to the Bay Area Air Quality Management District's (Air District) Charge! Program, which awarded in July 2021.

Once operational, the Project will become a resource for residents and a major step in achieving Oakland's ECAP goals. Staff recommends that Council authorize and direct the City Administrator to enter into an agreement with EBCE for the Project. EBCE will cover the cost to bring in new electrical service capacity at the parking garage, coordinate with Pacific Gas and Electric's Service Planning team, design and construct the EV fast charging infrastructure, and

² CalEnviroScreen <https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-30>

³ https://cao-94612.s3.amazonaws.com/documents/Public-Outreach-Summary_Workshop1.pdf

⁴ CalEnviroScreen <https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-30>

⁵ CARB AB 617 [Community Air Protection Program](#)

operate and maintain the charging infrastructure for an initial term of ten (10) years. EBCE will also manage the Air District's Charge! grant agreement and reporting requirements.

EBCE is a JPA of which the City of Oakland is a member. For this reason, staff is also recommending that City Council waive any competitive requirements that would normally apply.

BACKGROUND / LEGISLATIVE HISTORY

Vehicle electrification and development of associated charging infrastructure are the subject of state, regional, and local goals for climate action and air quality improvement. In 2020, Governor Newsom signed Executive Order N-79-20, which mandates 100 percent of new in-state light duty passenger vehicle sales to be zero-emission by 2035.⁶ Preceding N-79-20, Executive Order B-48-18 established a target of 5 million zero emission vehicles statewide by 2030 and directed California to install 250,000 EV chargers, including 10,000 fast chargers, to support 1.5 million EVs statewide by 2025.⁷ In March 2021, the Air District published a Bay Area Electric Vehicle Acceleration Plan, which has set a target of 90% of vehicles in the Bay Area are zero emissions by 2050.⁸ In 2018, Governor Jerry Brown signed executive order B-48-18, setting a target of 250,000 EV charging stations in California by 2025.

In 2018, City Council adopted a new GHG emissions reduction target of 56% by 2030, based on extensive analysis that identified vehicle electrification as one of five major strategies required for the City to reach both the 2030 and 2050 Council-adopted GHG reduction targets. In 2020, Council adopted the 2030 ECAP which establishes actions that the City and its partners will take to equitably reduce Oakland's climate emissions and adapt to a changing climate. The ECAP aims to increase the adoption of EVs by low income and vulnerable populations to ensure the benefits of electrification (e.g., reductions in air pollution and lower lifetime ownership costs) are realized. A measurement of success in the *Transportation + Land Use* section of the ECAP is the installation of public EV charging infrastructure.⁹ The ECAP also calls for the development of a *2021 Zero Emission Vehicle (ZEV) Action Plan*¹⁰ which prioritizes investment in "frontline communities" (those experiencing the "first and worst" consequences of climate change) to ensure that charging technology is accessible to residents who have been historically marginalized by harmful air pollution. Development of the *ZEV Action Plan* is currently underway and EBCE is a key partner to the City of Oakland on that initiative.

Finally, EV charging has been identified as a top priority action in Oakland's Curb Analysis report. Curb was developed by the World Bank, C40, Bloomberg Philanthropies, and the Global Covenant of Mayors to assist cities in evaluating the most cost-effective methods to reduce GHG emissions. The Curb analysis identified the five most cost-effective and impactful areas of focus for reducing GHG emissions; "Accelerate electrification of vehicles" was one of those five and listed as critical to reducing achieving the City's climate targets.

⁶ Governor Gavin Newsom. [Executive Order N-79-20](#). Issued September 23, 2020.

⁷ Governor Edmund G. Brown, Jr. [Executive Order B-48-18](#). Issued January 26, 2018.

⁸ BAAQMD. [Bay Area Electric Vehicle Acceleration Plan](#). March 2021

⁹ [City of Oakland ECAP](#)

¹⁰ [City of Oakland ZEV Action Plan](#)

East Bay Community Energy

The East Bay Community Energy Authority (EBCE) was formed as a community choice aggregation agency on December 1, 2016, under the Joint Exercise of Power Act, California Government Code sections 6500 et seq., among the County of Alameda, and the Cities of Albany, Berkeley, Dublin, Emeryville, Fremont, Hayward, Livermore, Piedmont, Oakland, San Leandro, and Union City for the purpose to study, promote, develop, conduct, operate, and manage energy-related climate change programs in all of the member jurisdictions. The cities of Newark and Pleasanton, located in Alameda County, along with the City of Tracy, located in San Joaquin County, were added as members of EBCE and parties to the JPA in March of 2020.¹¹

To ensure sustained growth in the EV Market, the California Energy Commission estimates 645-1,740 publicly available fast charging ports are needed in Alameda County to enable driver confidence in convenient charging infrastructure.¹² Today there are approximately 300 fast charging ports.¹³ To assist in meeting state and local targets, EBCE is making strategic transportation electrification investments including development of an EV fast charging network throughout its service area. EBCE recognizes, however, it cannot accelerate transportation electrification alone and partnering with its JPA members is essential. There is a symbiotic relationship between EBCE and the City of Oakland that affords a new opportunity for public agency collaboration on EV fast charging infrastructure deployment. This model will result in more affordable project development that delivers the biggest benefit possible to the local community.

EBCE is leading the procurement of distributed energy resources infrastructure projects at municipal facilities using its public funds. This is a benefit to JPA members like Oakland that do not have available funding for projects like public EV charging infrastructure. As a public agency, EBCE's advertising and competitive bidding process aligns with the City of Oakland. EBCE will conduct an RFP/Q for vendor services to assist with the construction, and operations and maintenance, of the EV fast charging infrastructure EBCE owns. EBCE serving as the owner of this infrastructure eliminates the need for the City to manage multiple competitive solicitations and contracts across industry vendors, which reduces complexity for staff with already limited bandwidth.

ANALYSIS AND POLICY ALTERNATIVES

To meet state and local vehicle electrification targets, Oakland must efficiently scale its EV charging infrastructure. Approximately 12 percent of cars statewide must be EV's by 2025 to meet the state's target of 1.5 million zero-emission vehicles by 2025. While most existing EV drivers currently charge at their single-family homes, public fast charging is essential if we are to transition drivers who lack access to charging where they live or work to EVs. In Alameda

¹¹ [EBCE JPA Agreement](#)

¹² [CEC EV Infrastructure Project Tool](#)

¹³ US Department of Energy's [Alternative Fuel Data Center](#)

County this is critically important as 47 percent of residents, or nearly half the population, are renters living in multi-unit dwellings (MUD), so they may not have direct access to EV charging. In turn, EBCE is prioritizing the development of fast charging hubs throughout its service area that ensure all residents have equitable access to the benefits of EVs near term.

The Project will deploy fifteen 75-kilowatt dual port DC fast chargers (30 EV only parking spaces) and two 175-kilowatt dual port DC fast chargers (4 EV only parking spaces). Three of these spaces will be Americans with Disabilities Act (ADA) compliant per state requirement. Locating EBCE EV fast charging infrastructure at City Center West Garage is strategic based on the following:

- Extremely low overlap in EV adoption by renters in MUDs based on Department of Motor Vehicle registration data. In West Oakland and its neighboring zip codes there are approximately 5,000 EVs, the majority of which are registered at single family homes.
- 90% of Alameda County's MUD building stock is 50+ years old, meaning it is unlikely these properties have the electrical capacity to accommodate EV charging (Level 1 or 2) onsite for tenants without investments in electrical upgrades.
- There is a dense concentration of MUDs (5+ units) with no convenient access at all (e.g., charging deserts) to publicly accessible Level 2 or fast charging infrastructure. There is 100+ MUDs in West Oakland and another approximately 1,000 in neighboring zip codes.
- Increasing the number of chargers at a single site achieves significant cost efficiencies.
- In West Oakland there are few public or commercial locations. City Center West Parking Garage is the most accessible location to West Oakland to site a large hub of fast chargers.
- The City Center West Parking Garage has 1,500 parking spaces which is more than enough to dedicate 35 EV only for the purpose of charging without impacting the ability of non-EVs drivers to also park at this facility
- At highly utilized public parking garages near employment and transit centers, which also overlap with MUD hotspots, little investment in public charging has been made.
- The City Center West Parking Garage is close to I-880/I-980 with convenient freeway on/off access for commuters and residents alike.
- The Civic Center West Garage is adjacent to amenities including restaurants and cafes, pharmacies, retail shopping, banks, a gym and multiple parks.
- The garage supports workplace parking for nearby commercial and public agency employers in the downtown Oakland area including the U.S. Federal Government, the State of California, the City of Oakland, Blue Shield of California, and Clorox.

EBCE's City Center West EV fast charging hub will be placed on a new independent meter that EBCE will use to determine charging station electrical usage. Drivers will be charged for electric service (powered by EBCE's Renewable 100 product) to the EV fast charging stations through a commercial electric rate (set by EBCE). EBCE's rates associated with EV charging will ensure the cost to refuel with electricity is less than that of fossil fuels. As a not-for-profit public power agency with no shareholders, EBCE is charged with reinvesting its funds generated from the sale of electricity and Low Carbon Fuel Standard credits back into the community to accelerate transportation electrification throughout its service area.

Public access to the City Center West Parking Garage for the purpose of EV fast charging will be at no cost to drivers for the first 30-60 minutes of their session (depending on charging level). The City of Oakland and EBCE will collaborate on this detail throughout the construction phase. EBCE will encourage turnover of the chargers through pricing mechanisms to ensure users do not stay in EV only charging spaces long-term and that each port is highly utilized. Current monthly parking rates for employees (organized between employers and the City) utilizing the garage will apply. Today the garage is open more than 250 days per year from 5:00 AM to 7:00 PM. By the time the Project is complete it is the intention of the City of Oakland to make this facility accessible 24 hours a day, 7 days a week by leveraging the facility's existing onsite security services.

Transitioning the City Center West Parking Garage into an EBCE EV fast charging hub advances the Citywide priority for vibrant, sustainable infrastructure. This Project will become a resource for the community, enable EV adoption by nearby residents including renters and be a first step in achieving the ECAP goals. EBCE's City Center West fast charging hub will also serve commuters traveling to downtown Oakland and through the West Oakland area giving rise to improvement in air quality in this frontline community.

Investment in Equitable EV Infrastructure

Electric vehicles can be a powerful tool for social equity. They reduce pollution associated with private automobile use and reduce lifetime driving expenses through lowered fueling and maintenance costs. Moreover, the "secondary market" of used EV's is growing rapidly. This market will make EV purchases more accessible to lower-income residents – but only if those residents are confident that they can reliably charge their vehicles.

Public charging amenities are therefore needed, particularly in areas accessible to East and West Oakland and other underserved communities. Residents of these communities live more often in older and/or multifamily buildings, where home charger installation is significantly more challenging, so public charging is a necessity. Unfortunately, investment in publicly available EV fast charging infrastructure in East and West Oakland has been limited to date. Installing EBCE's EV fast chargers at the City Center West Parking Garage will facilitate the adoption of EVs (lease or ownership) and use among those who would benefit the most from lower operating costs and cleaner air.

The Project will represent the largest single site public fast charging hub in Oakland, and the second largest in Alameda County. According to the U.S. Department of Energy's Alternative Fuels Data Center there are no (0) fast chargers located within the AB 617 boundary of West Oakland. The addition of 17 EBCE owned fast chargers at the City Center West Parking Garage will be a 100 percent increase in access to fast charging by residents in West Oakland and the surrounding community from baseline.

Oakland Municipal Code (OMC) Section 2.04.050 requires formal advertising and competitive bidding when the City purchases services, supplies or combination thereof required by the City which exceeds \$50,000.00. However, OMC Section 2.04.050 I. 5 permits the Council to waive these requirements upon a finding and determination that it is in the best interests of the City to do so. Additionally, OMC Section 2.04.051 A requires the City to conduct an RFP/Q prior to the

purchase of professional services unless this requirement is waived under OMC Section 2.04.051 B upon a finding by the City Council or its designee that it is in the best interests of the City to do so.

Because the City of Oakland is a member of the EBCE-led JPA, staff recommends that pursuant to OMC Section 2.04.50 I.5 and Section 2.04.051 B, respectively, that City Council finds and determines that it is in the best interests of the City to waive the formal advertising, competitive bidding, and the RFP/Q requirements and authorize the City Administrator to finalize and enter into a site agreement with EBCE.

FISCAL IMPACT

Through the Project, EBCE will fund the installation and ongoing operation and maintenance of the EV fast charging hub. There will be no upfront City costs, and the City will provide EBCE access to the City Center West Parking Garage to deploy the EV fast charging hub at no cost for an initial term of ten years.

PUBLIC OUTREACH / INTEREST

Once installed, at a minimum, the City will advertise the availability of the EV fast charging hub through numerous online channels including the Sustainable Oakland webpage, the Sustainable Oakland Facebook page, the City Administrator's Weekly Report, among others. EBCE will also inform the community through its communication channels including direct emails to its electricity customers (e.g., multifamily residents, single family residents, MUD property owners and nearby employers). Together the City and EBCE will also collaborate with community-based organizations engaged in the development of *The West Oakland Community Action Plan* to get the word out to residents.¹⁴

EBCE will also coordinate with Air District's *Clean Cars for All* program, which provides grants to income eligible residents to help them transition to a new or second life EV. To date more than 15 income eligible West Oakland residents have become grant recipients and are now EV drivers. In zip codes neighboring West Oakland an additional 50+ income eligible residents have received grants as well. And in 2021 EBCE assisted the Air District in promoting the program to over 140,000 of its residential electricity customers in target zip codes including West Oakland.

COORDINATION

Project planning was coordinated with the Public Works Environmental Services Division Sustainability Team and OakDOT's Parking and Mobility Division. The Terms and Conditions of

¹⁴ BAAQMD and WOEIP. [Owning Our Air: The West Oakland Community Action Plan](#). 2019

EBCE's Charging Station License Agreement have been reviewed and approved by the City Attorney's Office and the Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: This Project is expected to provide local economic benefits including local jobs operating and maintaining the EV fast charging infrastructure. Additionally, residents will realize the economic benefits from transitioning to EVs due to the lower costs of operating their vehicles. Consumer cost savings from avoided petroleum purchases will likely increase the number of dollars that are retained within the local economy. Finally, local businesses near the City Center West Parking garage will benefit from drivers taking advantage of their services and amenities while charging their EVs.

Environmental: Enabling construction of EBCE's EV fast chargers directly aligns with the City's commitment to develop EV infrastructure as outlined in the ECAP. The availability of EV fast chargers increases the likelihood that nearby residents and drivers accessing the City Center West Parking Garage will use EVs. Environmental benefits are derived from reduced GHG emissions associated with driving EVs. Each EV displaces approximately 2.6 tons per year of GHG emissions if powered by conventional electricity. As the public power provider EBCE's fast charging hub will leverage its Renewable 100 electricity product which is certified by the California Air Resources Board as having a carbon intensity of 0g CO₂e/MJ. In turn, EVs refueling at EBCE's City Center West EV fast charging hub will achieve a 100 percent reduction in emissions from internal combustion engine vehicles utilizing the garage. EVs will also reduce local impacts of criteria air pollutants such as ozone and fine particulates.

Race and Equity: Lack of convenient fast charging infrastructure is a primary barrier for many who would otherwise drive EVs. While most "early adopter" EV drivers charge their cars at home, home charging is generally not an option for those living in MUDs or older homes. Installing charging equipment in public locations, especially those conveniently located in or near lower-income and disadvantaged communities, available for use with credit card or network members, gives confidence to residents of those communities that they will be able to access EV charging when they need it – thus enabling them to consider driving an EV. Enabling all Oaklanders, regardless of income or housing status, to have plentiful access to EV infrastructure will ensure accelerated adoption of EVs is attainable. EVs reduce air pollution and are generally more cost effective over the lifetime of the vehicle as compared to conventional vehicles. Expanding access to EVs to lower-income and disadvantaged members of the community can reduce the health impacts related to air pollution disproportionately experienced by vulnerable populations and increase the income security.

West Oakland is bound by Interstate 880 to the south and west, Interstates 80 and 580 to the north and Interstate 980 to the east. Due to its proximity to this major transportation infrastructure residents have long endured poor air quality and associated health impacts at a higher rate than other parts of Alameda County and the region. Light-duty passenger vehicles, the cars of most residents and commuters, are the single largest source of GHG emissions in Oakland.

Because of local pollution exposure, the Air District identified West Oakland as an impacted community in the Community Air Risk Evaluation Program. Similarly, the state recognized that across an array of environmental and health indicators, West Oakland is among the most impacted areas in California. In turn, West Oakland was the first Bay Area community to go through the AB 617 emissions reduction planning process which resulted in the creation of *Owning Our Air: The West Oakland Community Action Plan (WOCAP)*.

The WOCAP was developed through an extensive community engagement process that resulted in a series of measures to be implemented over the next five years by state, regional, and local agencies to reduce pollution in West Oakland. The Plan is unique that's to the West Oakland community and key stakeholders who participated to shape the WOCAP which has 89 detailed strategies to reduce air pollution and mitigate health impacts. Among the WOCAP's strategies is *Land Use Strategy #18: The Air District advocates for more electrical infrastructure...including development of fast-charging facilities....*¹⁵ This strategy is consistent with the City's ECAP Action *TLU-5, ZEV Action Plan (EV Infrastructure)* and aligns with the Air District's recent Charge! program grant award to EBCE for the Project.

Because of the WOCAP's overlap with the City's ECAP, synergistic implementation provides an important opportunity to advance climate equity in West Oakland. EBCE's City Center West EV fast charging hub will achieve the goals of community led plans like the WOCAP, improving quality-of-life for residents by eliminating legacy disparities in exposure to air pollution. It will also improve economic equity by removing a barrier to EV use that resident's disproportionately face which is the inability to charge an EV at home due to older housing stock and higher rates of renters vs. homeowners.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

The California Environmental Quality Act ("CEQA") and the CEQA Guidelines exempt specific types of projects from environmental review. The following CEQA exemptions apply to this Project under CEQA, 15183. (projects consistent with a Community Plan, General Plan, or Zoning), and 15061(b)(3) (no significant effect on the environment).

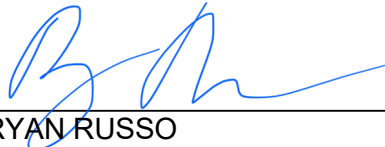
¹⁵ BAAQMD and WOEIP. [Owning Our Air: The West Oakland Community Action Plan](#). 2019

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt a Resolution Authorizing The City Administrator To Enter Into An Agreement With East Bay Community Energy For The Installation And Operation Of Electric Vehicle Fast Charging Stations At the City Center West Parking Garage At No Cost To The City And Waiving The Advertising, Bidding And the Request For Qualifications/Proposal Competitive Selection Requirements And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

For questions regarding this report, Michael Ford, Parking and Mobility Division, at (510) 238-7670.

Respectfully submitted,



RYAN RUSSO
Director, Department of Transportation

Reviewed by:
Fred Kelley, Assistant Director,
Department of Transportation

Prepared by:

Michael Ford, Manager,
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Attachments (2)

- A: EBCE Charging Station Site License Agreement
- B: Project Diagram City Center West Garage EBCE EV Charging Concept

