Date of Hearing: April 22, 2026

ASSEMBLY COMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT
Matt Haney, Chair
AB 2748 (Quirk-Silva) – As Introduced February 20, 2026

SUBJECT: Building standards: affordable housing developments: electric vehicle charging

SUMMARY: Exempts new or existing affordable housing projects for which a permit application is submitted between January 1, 2025, and December 31, 2025, from specified electric vehicle (EV) charging receptacle installation requirements in the 2025 California Green Building Standards Code and instead requires the affordable housing project to comply with the EV charging receptacle installation requirements in the 2022 edition of the California Green Building Standards Code. Specifically, **this bill**:

1) Exempts a new or existing affordable housing development, as defined, for which a permit application is submitted between January 1, 2025, and December 31, 2026, from the requirements for installation of low power Level 2 or higher EV charging receptacles, as specified, in the 2025 California Green Building Standards Code.

2) Specifies the exemption in 1) includes any subsequent editions and any other state or local building standards requiring the equivalent.

3) Requires a new or existing affordable housing development for which a permit is submitted between January 1, 2025, and December 31, 2026, to comply with the applicable requirements for installation of low power Level 2 or higher EV charging receptacles in the 2022 edition of the California Green Building Standards Code.

4) Defines "affordable housing development" as a housing development project in which 100% of the units, excluding managers' units, are restricted by deed, regulatory restriction contained in an agreement with a governmental agency, or other recorded document, as affordable housing for persons and families of low or moderate income, as specified, or subject to an agreement that provides housing subsidies for affordable housing for persons and families of low or moderate income, as specified.

5) Includes a sunset date of January 1, 2037.

6) Makes findings and declarations that reducing cost in affordable housing development is a matter of statewide concern and is not a municipal affair as that term is used in Section 5 of Article XI of the California Constitution. Therefore, Section 1 of this bill applies to all cities, including charter cities.

EXISTING LAW:

1) Pauses changes to building standards affecting residential units at the state and local level from October 1, 2025, to June 1, 2031, with limited exceptions. (Health and Safety Code (HSC) Section 18929.1(c), HSC 18930(g), HSC 17958(b))

2) Establishes the California Building Standards Commission (CBSC) within the Department of General Services and requires the commission to approve and adopt building standards and

to codify those standards in the California Building Standards Code. Requires CBSC to publish editions of the code in its entirety once every three years. In the intervening period the commission must publish supplements as necessary. (HSC 18942 and 18930)

3) Requires CBSC to receive proposed building standards from a state agency for consideration in an 18-month code adoption cycle. Requires CBSC to adopt regulations governing the procedures for 18-month code adoption cycle, which must include adequate provision of the following:

    a) Public participation in the development of standards;

    b) Notice in written form to the public of the compiled building standards with justifications;

    c) Technical review of the proposed building standards and accompanying justification by advisory boards appointed by CBSC; and

    d) Time for review of recommendations by the advisory boards prior to CBSC taking action. (HSC 18929.1)

4) Requires proposed building standards that are submitted to CBSC for consideration to be accompanied by an analysis completed by the appropriate state agency that justifies approval based on the following criteria:

    a) The building standard does not conflict with, overlap, or duplicate other building standards;

    b) The proposed standard is within the parameters of the agency's jurisdiction;

    c) The public interest requires the adoption of the building standard;

    d) The standard is not unreasonable, arbitrary, unfair, or capricious;

    e) The cost to the public is reasonable, based on the overall benefit to be derived from the building standard;

    f) The standard is not unnecessarily ambiguous or vague; and

    g) The applicable national specifications, published standards, and model codes have been appropriately incorporated into the standard. (HSC 18930)

5) Establishes building standards for EV charging infrastructure and charger installation in new residential and non-residential development. Pursuant to the CALGreen Code, requires future EV capacity when certain additions and alterations of existing parking facilities (Sections 4.106.4, 4.106.4.2 and 5.106.5.3, Title 24, Part 11, California Code of Regulations)

FISCAL EFFECT: Unknown

COMMENTS:

***Author's statement*:** According to the author, "California's housing crisis requires us to make hard choices about what comes first. We are committed to our climate goals, but we cannot keep adding costs that stall affordable housing before it even breaks ground. For the families we serve, the question is not about charging infrastructure, it is about whether they can find a safe, stable place to call home.

AB 2748 keeps us focused on building now. It gives affordable housing the breathing room to move forward without abandoning our long-term climate goals. When we talk about equity, it starts with whether we build housing people can actually live in. This bill helps us do that, and it helps us do it now."

***Housing crisis in California*:** California's housing shortage has developed over many decades. Long-term underbuilding has left the state with far fewer homes than needed, driving up both rents and home prices. As costs rise, many residents are forced to prioritize housing over essentials like food, medical care, child care, and transportation, which reduces overall quality of life. Roughly one in three households does not earn enough to cover basic needs, and in 2024 more than 187,000 people in California were experiencing homelessness on any given night.

Over the past decade, the state has built fewer than 100,000 homes annually, with fewer than 10,000 affordable units produced each year. Expanding housing supply across both market-rate and deed-restricted affordable categories is widely viewed as necessary to ease cost pressures and improve access to housing across income levels.

The effects of the housing crisis are not evenly distributed. Research and testimony from the Terner Center for Housing Innovation at University of California, Berkeley indicate that lower-income households, single-earner families, Black and Latino Californians, younger and older residents, and those living in or seeking to move to high-cost regions experience the most severe impacts.

***Climate mitigation efforts and EV charging need*:** The California Global Warming Solutions Act of 2006 was passed as AB 32 (Núñez), Chapter 488, Statutes 2006 and established California's core climate framework by requiring the state to reduce greenhouse gas emissions to 1990 levels by 2020, and then an 80% reduction below 1990 levels by 2050. Later, SB 32 (Pavley), Chapter 249, Statutes of 2016, strengthened the framework by setting a new target of reducing emissions to 40% below 1990 levels by 2030. More recently, AB 1279 (Muratsuchi), Chapter 337, Statutes of 2022, added a long-term goal requiring the state to achieve carbon neutrality by 2045 and maintain net negative emissions, extending the state's climate policy beyond fixed percentage reductions toward a net-zero emissions framework.

According to the California Air Resources Board, the transportation sector is the largest source of emissions in the state, accounting for roughly 40% of total greenhouse gas emissions in recent years. Within that sector, light-duty passenger vehicles, including cars, SUVs, and pickup trucks, are the largest source of transportation-related emissions.

To address this issue and help the state reach its emissions reductions targets, Governor Brown signed Executive Order B-16-2012, which established a goal of putting 1.5 million zero emissions vehicles (ZEV) on California's road by 2025. Governor Brown revised California's ZEV deployment target in January 2018, by signing Executive Order B-48-18. This order called

for deploying five million ZEVs in California by 2030. The order also increased ZEV infrastructure targets. Specifically, the order establishes a goal of installing 200 hydrogen fueling stations and 250,000 EV chargers, including 10,000 direct current fast chargers, by 2025. In 2020, Governor Newsom issued Executive Order N-79-20, directing the state to require that all new passenger cars and trucks sold in California be zero-emission by 2035. The state currently has over 1.9 million EVs on the roads and over 200,000 chargers to support them as of September 2025, according to the California Energy Commission. This is more than double the number of chargers statewide in 2022, and nearly five times as many as in 2019.

Building Standards: The California Building Standards Law establishes the process for adopting state building standards by the Commission. Statewide building standards are intended to provide uniformity in buildings across the state. The CBSC's duties include the following: receiving proposed building standards from state agencies for consideration in each triennial and intervening building code adoption cycle; reviewing and approving building standards submitted by state agencies; adopting building standards for state buildings where no other state agency is authorized by law; and publishing the approved building standards in the California Building Standards Code (CCR, Title 24).

Most building standards currently in use in California are developed and vetted at the national level every three years by technical organizations, academics, and trade associations that develop consensus standards, which are then incorporated into the IBC, the national model code used by most U.S. jurisdictions. At the state level, agencies with authority over specified occupancies then review the IBC and amend as necessary for California's specific needs. There are approximately 20 state agencies that develop building standards and propose them for adoption to the CBSC.

After the proposal of building standards by state agencies, the proposals undergo a public vetting process. A code advisory committee composed of experts in a particular scope of code reviews the proposed standards, followed by public review. The proposing agency considers feedback and may then amend the standards and re-submit them to the CBSC for consideration. CBSC reviews and adopts the standards and files them with the Secretary of State for codification and publishing, and there is a 180-day period during which local agencies file modifications and changes to the state codes (though they are not limited to this window). The new codes then take effect January 1 of the subsequent year following publication.

Updates and changes to building standards are adopted on two timelines: through the triennial code adoption cycle which occurs every three years, and through the intervening code adoption cycle which provides an update to codes 18 months after the publication of the triennial codes. Regulatory activities for each cycle begin over two years before the effective date of the codes.

HCD is responsible for the standards for residential buildings, hotels and motels. The California Building Code and California Residential Code govern general standards for multifamily and single-family residential construction. The Office of the State Fire Marshal is responsible for adopting building standards focused on fire and panic safety for residential occupancies. Within the codes, there are certain requirements that are mandatory for all newly constructed dwellings or buildings, and certain provisions that are optional or voluntary – meaning the requirements must be followed only if an entity chooses to construct certain items or systems.

As a matter of practice, the Legislature typically offers guidelines or directs agencies to consider certain standards, rather than requires the adoption of specific standards, in order to provide

flexibility and allow for subject matter experts to determine appropriateness and weigh the many considerations that must be evaluated when recommending new or modified building standards.

Numerous Directives and Mandates Leading to Standards Freeze: The Legislature and Governor have enacted multiple additional directives to research and propose new building standards in recent years, including for rainwater catchment, EV charging, water efficiency and reuse, adaptive reuse projects, and beyond. Some of the most impactful mandates in recent years have also come from outside stakeholders or the adopting agencies themselves (rather than the Legislature), like solar panel mandates and fire sprinkler requirements. There are several legitimate and important concerns that are addressed by these and many other elements of building standards for housing. However, the framework for proposing and adopting new standards leaves agencies in silos regarding the volume or costs of new proposals that counterpart agencies are also simultaneously developing. Cost analyses are performed on each individual modification or for each respective chapter, not on the accumulation of the entirety of changes in each intervening or triennial cycle across all agencies. Holistic review is therefore difficult and while individual standards may increase costs by what appears a reasonable amount, from a different lens, the cost of the totality of all cumulative changes may be less reasonable.

In response to concerns regarding the rapid pace of modifications to building standards, the deadly Los Angeles fires of January 2025, and a need to find methods to stem increases in housing construction costs, the Legislature and Governor enacted several significant changes to building standards in the 2025 housing budget trailer bill, AB 130 (Committee on Budget), Chapter 22. The most significant change is a freeze to any new building standards or changes to existing building standards affecting residential units at both the state and local level until 2031, with limited exceptions.

AB 130 (Committee on Budget) also curtailed the practice of incorporating significant new building standards into the codes via the intervening code cycle (instead only technical or emergency changes may be made in this manner), and allowed phased residential developments utilizing model home designs to continue using approved building permits until those designs substantially change or for a period of 10 years, rather than at each new code cycle

***California Green Building Standards (CALGreen)*:** In 2010, the CBSC adopted CALGreen, which included both mandatory and voluntary building standards. The purpose of CALGreen is to improve public health, safety, and general welfare by enhancing the design and construction of buildings through the use of building concepts having a reduced negative impact or positive environmental impact and encouraging sustainable construction practices in five categories: planning and design; energy efficiency; water efficiency and conservation; material conservation and resource efficiency; and environmental quality. Cities and counties also have the administrative authority to exceed the CALGreen standards and adopt more protective standards which apply to their jurisdiction.

CALGreen is updated on a regular three-year cycle as part of California's broader building standards update process. The CBSC oversees the adoption of each new edition, while multiple state agencies develop and propose updates within their areas of authority. Each iteration of CALGreen continues to refine and expand requirements, including more stringent water efficiency measures, EV charging infrastructure readiness, and construction waste diversion thresholds, reflecting California's evolving environmental and climate policy goals.

In new residential construction, the regulations require that parking spaces include infrastructure to support EV charging, but the level of requirement varies by housing type. For single-family homes, at least one parking space must typically be EV capable, meaning it includes a dedicated circuit and panel capacity for a future charger. For multifamily housing, the requirements scale based on the number of units and parking spaces and include a mix of EV capable spaces (basic electrical capacity), EV ready spaces (with conduit and wiring installed), and a smaller percentage of spaces with installed charging equipment. These standards apply to apartments, condominiums, and mixed-use residential developments and are intended to reduce future retrofit costs as EV adoption increases

For existing buildings, the requirements are more limited and do not impose broad retroactive EV requirements on all properties. Instead, EV infrastructure requirements are typically triggered only when a project involves new construction, additions, or certain alterations that affect parking facilities or electrical systems. Under CALGreen, when multifamily or nonresidential buildings undergo qualifying alterations, the code may require the installation of EV capable or EV ready infrastructure in a portion of parking spaces, depending on the scope of work and number of spaces. However, routine remodels that do not impact parking or electrical capacity generally do not trigger these requirements.

***2022 CALGreen vs. 2025 CALGreen*:** As mentioned previously, CALGreen establishes EV charging infrastructure requirements for multifamily housing in Sections 4.106.4.2.2 and 4.106.4.3. Initially, the 2022 CALGreen edition, required for newly constructed multifamily buildings with 20 or more dwelling units, a tiered framework: 10% of parking spaces must be EV capable, 25% must be EV ready with low-power Level 2 receptacles, and 5% must include installed Level 2 EV supply equipment (EVSE), with at least one charger located in common-use parking where such parking is provided (2022 CALGreen, Section 4.106.4.2.2). For existing buildings, the 2022 code does not impose retroactive requirements but instead applies when parking facilities are added or altered, in which case 10% of those added or altered spaces must be made EV capable (2022 CALGreen, Section 4.106.4.3). During the intervening period, the July 2024 Supplement was adopted and made changes to the EV charging requirements effective July 1, 2024. Under the July 2024 Supplement, 40% of the total number of parking spaces must be EV ready equipped with low power Level 2 EV charging receptacles, as specified, and 10% of the total number of parking spaces must be equipped with Level 2 EV chargers.

Effective January 1, 2026, the 2025 CALGreen edition revises Section 4.106.4.2.2 to expand EV requirements for multifamily housing and restructures how those requirements are applied. Under the 2025 code, EV charging receptacle requirements are tied more directly to dwelling units and parking configuration, including assigned, unassigned, and mixed parking. The updated provisions require installation of low-power Level 2 charging receptacles in an amount determined by the number of dwelling units and available parking spaces, rather than relying solely on fixed percentages of total parking (2025 CALGreen, Section 4.106.4.2.2). Specifically, where dwelling units are provided with assigned parking spaces equal to or greater than the number of dwelling units, at least one low power Level 2 EV charging receptacle must be provided at an assigned parking space for each dwelling unit. In the case where the total number of dwelling units exceeds the number of assigned parking spaces, all assigned parking spaces must be provided with one low power Level 2 charging receptacle. Similarly, for unassigned parking, at least one low power Level 2 EV charging receptacle must be provided at an unassigned parking space for each dwelling unit. For parking facilities with a mix of assigned and unassigned parking spaces equal to or greater than the number of dwelling units, at least one

low power Level 2 EV charging receptacle must all be provided for each dwelling unit at either the assigned or unassigned parking space, but not both.

The 2025 code also increases the minimum number of installed EV chargers by requiring 25% of unassigned or common-use parking spaces, not already provided with lower power Level 2 EV charging receptacles, include Level 2 EV chargers. The 2025 code adds more detailed electrical provisions, including requirements related to branch circuits and the use of load management systems (2025 CALGreen, Section 4.106.4.2.2). The alterations provisions in Section 4.106.4.3 remain trigger-based in the 2025 edition, such that when existing parking facilities are altered or new parking spaces are added to existing parking facilities and the work requires a building permit, each parking space added or altered must have access to either a low power Level 2 EV charging receptacle or Level 2 EV charger. However, the regulation allows for an exception if the project builder or designer determines these addition or alteration requirements infeasible and the local enforcement agency concurs.

***This bill*:** This bill exempts new or existing 100% affordable housing developments from the 2025 CALGreen EV charging requirements for 10 years and instead requires those developments to comply with the 2022 CALGreen EV charging requirements. This bill specifies that 100% of the units in the affordable housing development are for persons and families of lower or moderate income (i.e., incomes that do not exceed 120% of the area median income). Proponents provided the committee with initial cost estimates for complying with the EV charging requirements in 2025 CALGreen. EV ready infrastructure costs approximately $2,000 per unit today, rising to $2,500–$3,000 per unit under the proposed code changes, while fully installed Level 2 chargers can cost $5,000–$15,000 per parking space, excluding major utility upgrades. For a 100-unit apartment complex, these requirements can translate into hundreds of thousands of dollars in added costs. According to the author, without a sustained funding source for affordable housing, any additional costs like those associated with the EV charging requirements can threaten the viability of a project.

***Arguments in support*:** According to the California Housing Consortium and the California Council for Affordable Housing, the co-sponsors of this bill, "California is in the midst of a housing crisis and the state is facing a shortage of more than one million homes affordable to low-income people. Over the past several years, our state leaders have acknowledged the high cost of building housing in California and have highlighted the need to take meaningful measures to control the cost of construction. Allowing this requirement to be implemented would be in conflict with the state's interest in reducing development costs." "Affordable housing operates under uniquely constrained financial conditions. Rents are capped by state and federal affordability requirements and cannot be increased to absorb new mandates. Affordable housing projects lack flexibility to offset rising costs. As a result, added requirements, including the expanded EV charger readiness requirement, often force developers to reduce project scope, eliminate units, or delay or abandon projects entirely. Every dollar added to development costs directly undermines the ability to maximize unit production and serve more low-income Californians."

***Arguments in opposition*:** According to the National Charging Access Coalition and the California Electric Transportation Coalition, "As gas prices surge and the cost of EVs drop, low-income and disadvantaged communities are precisely those who most need and deserve access to the most affordable, reliable, and safe place to charge: at home. In California, the cost to charge at a public charging station is often much more expensive than home charging. Having access to

residential electricity rates is incredibly valuable. In recent weeks, California EV drivers who charge at home have widened their fuel cost savings advantage over gasoline car drivers to $166/month (which adds up to nearly $2000 per year)." "Therefore, if a new affordable housing project provides parking, it's vital that one parking space for each of those housing units has a way to charge an EV. Without access to home charging, few, if any, of the residents will be able to take advantage of what are rapidly becoming the most affordable cars on the market – used EVs – and the least expensive way to fuel them – charging at home." "Some skeptics may argue that most residents of affordable housing don't drive an EV, so why do they need charging? The reality is, the number one barrier to owning an EV is not the purchase price – it's the lack of at-home charging. Denying affordable housing residents access to home charging because they don't (currently) drive EVs is a self-fulfilling prophecy, perpetuating barriers to full participation in the EV revolution."

***Related Legislation*:**

AB 130 (Committee on Budget), Chapter 22, Statutes of 2025. Prohibits the CSBC and any other adopting agency, from October 1, 2025, until June 1, 2031, from considering, approving, or adopting any proposed building standards affecting residential units, with limited exceptions. Prohibits a city or county from making changes or modifications to building standards affecting residential units, including to green building standards, from October 1, 2025 until June 1, 2031, with limited exceptions. Requires CBSC to reject a modification or change to any building standard affecting a residential unit filed by the governing body of a city or county, from October 1, 2025, until June 1, 2031, with limited exceptions.

SB 1482 (Allen, 2022). Required HCD to research, develop, and propose mandatory building standards for EV charging infrastructure in parking spaces in multifamily dwellings. *SB 1482 was vetoed by the Governor. The Governor's veto message reads:*

To the Members of the California State Senate:

I am returning Senate Bill 1482 without my signature.

This bill requires the Department of Housing and Community Development to research, develop, and consider proposing for adoption mandatory building standards for the installation of electric charging infrastructure for parking spaces in new, multifamily dwellings.

I agree with the author's intent to increase access to EV charging technology for Californians living in multifamily housing, which is necessary to increase the number of zero emission vehicles on the road. However, I believe this issue is best addressed administratively in order to balance our charging objectives with our efforts to expand affordable housing.

The Department of Housing and Community Development is already working with numerous stakeholders and state agencies in a deliberative public process to aggressively expand mandatory EV charging requirements in new housing developments. This approach allows for other important considerations, such as the cost of affordable housing and feasibility of implementation.

For these reasons, I cannot sign this bill.

Sincerely,

Gavin Newsom

AB 1738 (Boerner Horvath), Chapter 687, Statutes of 2022. Requires HCD to research and develop building standards for EV charging stations when retrofits are completed in existing residential structures and gives HCD the option of proposing those standards for adoption.

REGISTERED SUPPORT / OPPOSITION:

Support

California Council for Affordable Housing (Sponsor)
California Housing Consortium (Sponsor)
American Planning Association, California Chapter
Bay Area Council
California Coalition for Rural Housing
California Council for Affordable Housing
California Housing Partnership
Habitat for Humanity California
Housing California
LeadingAge California
MidPen Housing Corporation
Non-profit Housing Association of Northern California
People's Self-help Housing
Resources for Community Development
San Diego Housing Federation
Self-help Enterprises
The Two Hundred for Homeownership

Opposition

National Charging Access Coalition
350 Bay Area Action
Acterra: Action for a Healthy Planet
Advanced Energy United
American Resilience Project
California Electric Transportation Coalition
California Environmental Voters
Carbon Free Palo Alto
Center for Environmental Health
Clean Earth 4 Kids
Climate Action California
Coalition for Clean Air
Community Environmental Council
Electric Vehicle Association
Environmental Protection Information Center

EV Plugbox
GreenLatinos
Green Technical Education & Employment (Green Tech)
Mothers Out Front Silicon Valley
Natural Resources Defense Council
Peninsula Interfaith Climate Action
Plug In America
Project Green Home
Redwood Energy
Sacramento Electric Vehicle Association
San Francisco Bay Physicians for Social Responsibility
Santa Cruz Climate Action Network
Sierra Club California
Union of Concerned Scientists
Unitarian Universalist Church of Palo Alto Green Sanctuary Committee
US Green Building Council
Individuals (1)

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