ASSEMBLY THIRD READING
AB 2748 (Quirk-Silva)
As Amended May 18, 2026
Majority vote

SUMMARY

Exempts a new or existing affordable housing development for which a permit application is submitted between January 1, 2025, and December 31, 2030, from specified electric vehicle (EV) charging receptacle installation requirements in the 2025 California Green Building Standards Code, including any subsequent editions, and instead requires the affordable housing development to comply with the EV charging receptacle installation requirements in the 2022 edition of the California Green Building Standards Code.

Major Provisions

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, 2030, 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), above, 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, 2030, 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, 2032.

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.

COMMENTS

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 roads 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.

California Green Building Standards (CALGreen): In 2010, the California Building Standards Commission (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 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.

2022 CALGreen vs. 2025 CALGreen: 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 for which a permit application is submitted between January 1, 2025, and December 31, 2030, from the 2025 CALGreen EV charging requirements, including any subsequent editions or any other state or local building standards requiring the equivalent. Instead, this bill 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). According to proponents of this bill, 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.

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.″

Arguments in Support
The California Housing Consortium and the California Council for Affordable Housing, the co-sponsors of this bill, write in a support position: ″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
The National Charging Access Coalition and the California Electric Transportation Coalition write in an opposition position: ″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.″

FISCAL COMMENTS

According to the Assembly Committee on Appropriations:

1) The Department of Housing and Community Development (HCD) estimates ongoing General Fund costs of $199,000 in fiscal year 2027-28 and annually thereafter for one position. To address the exemption in this bill, HCD indicates it would need to consider and propose amendments to CalGreen. This includes preparing the appropriate code change packages for submission to the California Building Standards Commission (CBSC); communicating these changes to the public; developing and publishing an Information Bulletin and Frequently Asked Questions documents; responding to ongoing questions from local jurisdictions, developers, and other stakeholders; and participating in building standards meetings and hearings.

2) Minor and absorbable costs to the CBSC.

3) Local costs to cities and counties of an unknown amount to accommodate the modified requirements. These costs are potentially reimbursable by the state, subject to a determination by the Commission on State Mandates.

The Legislative Analyst′s Office recently warned of General Fund structural deficits of around $35 billion per year in the 2027-28 fiscal year and ongoing.

VOTES

ASM HOUSING AND COMMUNITY DEVELOPMENT: 8-0-4
YES: Haney, Patterson, Ávila Farías, Caloza, Garcia, Quirk-Silva, Ta, Wicks
ABS, ABST OR NV: Kalra, Lee, Tangipa, Wilson

ASM APPROPRIATIONS: 13-2-0
YES: Wicks, Hoover, Aguiar-Curry, Calderon, Caloza, Fong, Mark González, Krell, Pacheco, Pellerin, Sharp-Collins, Solache, Ta
NO: Dixon, Tangipa

UPDATED

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