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Strategies to Electrify the Transportation Sector: A Perspective from the San Francisco Bay Area

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Short Abstract Summary

With a fleet of more than 70,000 light-duty plug-in electric vehicles (PEVs), the San Francisco Bay Area leads the nation in the early adoption of zero- and near zero- tailpipe-emissions passenger vehicles. This early success is attributable to the advanced planning, policies, incentives, and outreach and education efforts undertaken by the Bay Area Air Quality Management District (District), in combination with the efforts of local, state, and federal agencies. With recent technological advances in electrification of mobile source vehicles and equipment, the District is redoubling its efforts to achieve a deployment more than a quarter million light-duty PEVs on Bay Area roads by 2025 and to electrify a broader segment of the transportation sector.

Keywords: incentive, policy, subsidy, California, emissions

1. INTRODUCTION

With a fleet of more than 70,000 light-duty plug-in electric vehicles (PEVs) [1], and growing at a rate of 1,500 every month, the San Francisco Bay Area is home to approximately 40% of the PEVs in California, leading the state and nation in the adoption of these vehicles.



Figure 1: Map Showing the Bay Area Air Quality Management District's jurisdiction

In the Bay Area, the transportation sector accounts for about 40% of greenhouse gas emissions (GHGs) and 47% of criteria pollutants [2] [3], so the Bay Area Air Quality Management District (District) views electrification of transportation as essential to achieving local, state, and federal emission reduction targets. Additionally, studies have shown that greater air quality and greenhouse gas reduction benefits will be realized over time as the United States' power grid shifts to higher reliance of renewable energy sources [4]. For the past twenty years, the District has invested in extensive efforts including planning, policies, incentives, and outreach and education, to achieve the rapid adoption of PEVs and these efforts are now being expanded. The intent of this paper is to document the measures and actions undertaken by the Bay Area Air District so that other public agencies may use this information to build on the best practices established in the Bay Area in order to expedite the electrification of mobile sources in their own communities.

Multiple factors have attributed to the region's high rate of early adoption of PEVs. Home to a robust technology sector, the Bay Area's business and residents are actively engaged in advanced technologies and their development. Tesla, one of the most visible PEV brands, has its headquarters and manufacturing plant in the region. Other factors, including access to local financial and non-monetary incentives, availability of a robust charging network, and early access to vehicles for purchase and lease. According to one study, these factors all have had a positive correlation with the early adoption of PEVs [5], and helps explain the region's disproportionately high sales of these vehicles.

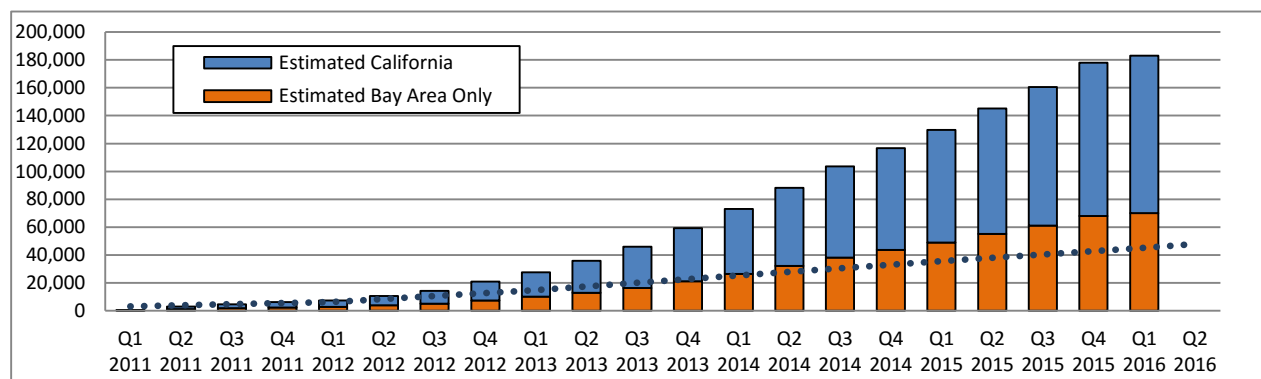


Figure 2: Bay Area PEV Adoption Goals and Estimated Adoption of PEVs by Quarter (2011 – 2015) [6]

This paper is organized into four sections: Planning and Policies, which describes the process used to quantify GHG emissions and establish targets and timelines for their reduction; Incentives, which discusses implementation of policies and legislation the portfolio of supporting incentives that were established to achieve the emission reductions targets and timelines; Outreach, which describes the efforts to inform the public and stakeholders about the programs and encourage their participation; and Future Focus, which discusses the Air District and the regions next steps to achieve the desired goals of electrification and reducing GHGs.

2. PLANNING AND POLICIES

The mass adoption of PEVs will have far-reaching effects in many areas and industries, such as reliable and sustainable electricity generation and distribution. Advanced planning for these and other potential impacts has helped to ensure the region is successful in the uptake of PEVs.

2.1 Planning

Planning has played an important role in the high adoption rate of PEVs by creating guidelines and policies that leverage the multiple factors that positively affect the early adoption of PEVs in the nine-county Bay Area.

Coinciding with the introduction of fully commercialized PEVs in 2010, the Bay Area Air Quality Management District established a new mobile source measure, (MSM) A-2: Zero Emission Vehicles and Plug-in Hybrid Electric Vehicles, [7] into its 2010 Clean Air Plan, an integrated control strategy to reduce ozone, particulate matter (PM), toxic air contaminants, and greenhouse gases. Between 2010 and 2013, The Air District, in partnership with the Metropolitan Transportation Commission and the Association of Bay Area Governments, developed and adopted a Plug-in Electric Vehicle Readiness Plan (Plan), which was co-funded by the United States Department of Energy and the California Energy Commission [8]. The Plan gives public agencies, utilities, consumers, and other stakeholders information on how to prepare for and support the accelerated adoption of PEVs in the Bay Area, including strategies for

- leveraging local, regional, state and federal financial and non-monetary incentives,
- establishing a robust charging infrastructure network capable of meeting increasing demand,
- local governments to help support their adoption of PEV friendly policies, ordinances, zoning, and permitting practices,
- attracting and retaining PEV-related manufacturing and services within their communities, and
- building awareness and interest for PEVs through consumer education and outreach.

The Plan provides a suggested timeline for implementation of these strategies across the Bay Area, including specific short-, medium-, and long-term actions that may be taken by regional agencies, local governments, and utilities.

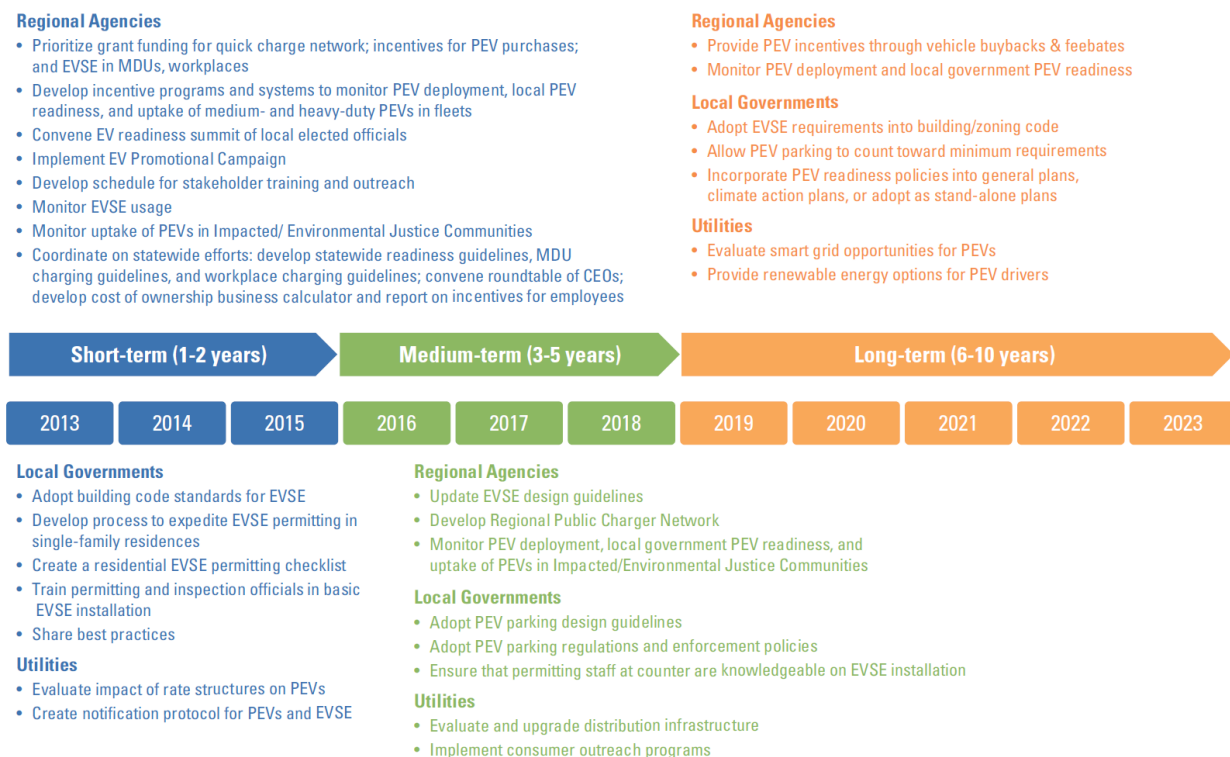


Figure 3: Timeline of possible key short-, medium-, and long-term PEV readiness actions, by implementing stakeholder

The Plan was also informed by feedback from a 2012 survey of 443 early Nissan LEAF drivers that helped to identify initial barriers and challenges to early adoption, and potential solutions to these issues. A survey of these early adopters found that they had significant concerns with range limitations, charging time, and vehicle price; however, it also found that electricity costs, batteries, and utility considerations were not significant barriers for

individual consumers. Other obstacles that these drivers identified include a lack of charging infrastructure at destinations, and a lack of education and awareness on the topic of PEVs.

When asked to share solutions to these obstacles and/or barriers, early adopters overwhelmingly favored having more public charging stations, especially at employment centers and along highway corridors. The presence of a healthy network of public charging stations helps alleviate range anxiety and indirectly reduces charging time through more frequent “opportunity charging,” addressing the chief barriers to adoption. Other solutions favored included improving battery technology, which would be beneficial to range issues; reducing costs through government subsidies/incentives, which would lower the price of vehicles and charging infrastructure; and increased education and public awareness, as the lack of information makes it difficult to estimate lifecycle costs. Some solutions that were not favorable included access to High Occupancy Vehicle (HOV) lanes, and roadway inductive charging.

The Air District used the findings and feedback received as part of the development of the Readiness Plan to develop a targeted incentive and outreach program, which are discussed in further detail in the sections below.

2.2 State Policies and Legislation

The Air District’s efforts to transition the Bay Area’s fleet over to zero tailpipe-emission vehicles have been supported by the actions taken by the State of California, which include goals to be achieved and funding mechanisms to incentive programs. This legislation includes Assembly Bill 32 – California Global Warming Solutions Act (AB 32), AB 118 – Low Carbon Transportation Investments and Air Quality Improvement Program (AQIP), and Senate Bill 375 – Sustainable Communities and Climate Protection Act of 2008 (SB 375).

AB 32 created a comprehensive, multi-year program to reduce GHG emission in California and required the California Air Resources Board (ARB) to develop a Scoping Plan that describes the approach to be taken to reduce emissions to 1990 levels by 2020. The first scoping plan was adopted in 2008 and the First Update to the Scoping Plan was approved by the ARB Board on May 22, 2014. A second update to this plan is currently underway to achieve the emission reduction goals established in the Governor’s Executive Order B-30-15, targeting a mid-term GHG reduction of 40 percent below 1990 levels by 2030. All state agencies with jurisdiction over sources of GHG were directed to implement measure to achieve reductions in GHG emission to meet the 2030 target and the 2050 target of 80% reductions below 1990 levels (B-16-2012). This Scoping Plan update to meet the 2030 and 2050 targets will include policy measures, regulations, planning efforts, and investments in clean technologies and infrastructure.

AB 118 directs the ARB and the CEC to provide mobile source incentives to reduce GHGs, criteria pollutants, and air toxics through the development of advanced technology and clean transportation, in support of AB 32. This program is supported by the California Cap-and-Trade auction proceeds. Between March 2014 and December 2015, over \$2.6 billion has been appropriated to State agencies to implement GHG emission reduction programs, projects, and activities, with over 2,500 project in progress or completed and 63,000 rebates or vouchers provided. AQIP, established by the California Alternative and Renewable Fuel, Vehicle Technology, Clean Air, and Carbon Reduction Act of 2007 (AB118), is a voluntary incentive program administered by ARB to fund clean vehicle and equipment projects, research biofuels production and air quality impacts of alternative fuels, and workforce training.

Under SB 375, the ARB sets regional targets for GHG emission reductions from passenger vehicle use. In 2010, ARB established targets for 2020 and 2035 for each region, requiring each region to prepare a “sustainable communities strategy (SCS) and an integral part of the regional transportation plan (RTP). In the Bay Area, the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) developed Plan Bay Area, the region’s RTP/SCS plan through 2040, with goals of reducing per capita transportation emissions by 10% by 2020 and 16% by 2035. These plans include more than EV adoption and transportation planning to reduce GHGs, but also focus on housing and land-use strategies. Those strategies to

increase EV adoption include a regional electric vehicle charging network, vehicle buy-back program and PEV incentives, and clean vehicle feebates. Feebates, a portmanteau of “fee” and “rebate” is a self-financing system of fees and rebates that can be used shift buying habits toward “greener” technologies, such as EV adoption.

3. INCENTIVES

Incentives are a tool that can help to provide benefits such as access to preferred lanes on freeways, to monetary benefits that bridge the gap in price between a PEV and a conventionally fueled vehicle, addressing one of the chief barriers to entry. Incentives have played a key role in helping to accelerate the uptake of PEVs and are offered by three levels of government: federal, state, and local.

3.1 Federal and State Incentives

The federal government and many states have made significant investments in electrification of the transportation sector which include both financial and non-monetary incentives.

At the federal level, the Internal Revenue Code, Section 30D currently provides a credit for PEVs including passenger vehicles and light trucks. The credit is equal to \$2,500, plus an additional \$417 for a vehicle with a 5 kWh battery, with an additional \$417 for each kWh of battery capacity in excess of 5 kWh, up to a maximum of \$7,500. In addition, federal government currently offers a tax credit of up to 1,000 for property owners to help incentivize the installation of alternative fueling stations, including electric vehicle charging stations.

In addition to the tax credit for vehicles, another, separate, tax credit is available for the purchase and installation of alternative fuel vehicle refueling property. For individuals (i.e., not for business purposes), this credit is limited to \$1,000 for all qualified property at a location, and eligible fuels include both hydrogen and electricity.

In California, the ARB provides PEV owners rebates of up to \$2,500 per light-duty vehicle for individuals, nonprofits, government entities, and business owners who purchase or lease an eligible vehicle Clean Vehicle Rebate Project (CVRP). Beginning in fiscal year 2015, rebate amounts are increased by \$1,500, up to \$6,500, for consumers with household incomes less than or equal to 300 percent of the federal poverty level.

In total, a full battery electric vehicle with a battery capacity of 16 kWh or greater can receive \$10,000 in federal and California tax credits and rebates. At this level of funding, the purchase and lease price of certain PEVs, such as the Nissan LEAF, are cost competitive with conventional counterparts. Consideration of these federal and state incentives is paramount to developing successful local PEV incentives that complement these existing programs.

3.2 Local Incentives

The Air District has offered targeted financial incentives for PEVs for nearly twenty years. However, since 2010, the Air District’s programs have evolved from being available to support pre-commercialized advanced technology, to targeting mass-adoption of fully commercialized PEVs. Also, because of the limited nature of funding, incentives for PEVs have been designed to both work in unison with other available incentives, and to target specific barriers and issues relating to PEV adoption.

The Air District’s early incentive programs for PEVs focused on determining the viability of the electric vehicle technology, as well as learning the benefits and challenges of their use. Projects funded by the Air District during this phase included pilot and conversion of gasoline vehicles to electric at public, taxi, and carsharing fleets. These projects experienced numerous challenges but nonetheless provided these agencies and companies an opportunity to test how electrifying their fleet would affect their business and vehicle usage behaviors. Additionally, targeting these incentives at fleets has helped expose a larger portion of the general public to these vehicles. While these early pilots experienced numerous challenges, such as vehicle reliability and a lack of

understand of how and when to charge these vehicles, the early testing of these converted vehicles provided valuable information and experience to make their fleet transition to PEVs easier.

Beginning with the introduction of commercially available PEVs in 2010, the Air District's Board of Directors has allocated over \$20 million to a multi-year investment plan to spur investments in PEVs and supporting infrastructure. Recognizing the availability of federal and state funding for vehicles, and that a significant barrier to adoption was the lack of charging infrastructure, an initial \$4 million was allocated to a subsidy program that resulted in the deployment of nearly 1400 residential level 2 home chargers. Between March 2011 and December 2015, the owners of these chargers have reported over 9.8 GWh of electricity delivered to PEVs, resulting in over 30 million miles driven, and over 1 million gallons of gasoline saved.

As PEV adoption has accelerated in the recent years, the Air District has continued to focus its incentives efforts on improving charging infrastructure. As a part of the Readiness Plan, a survey of early adopters of PEVs indicated that driving range continues to be the dominant obstacle to switching to a PEV, and 61% of those surveyed indicated a strong desire to have more away-from-home charging stations to address this obstacle [8]. Additionally, multiple studies have shown that the region lacks the number of public chargers necessary to support its current PEV fleet [8]. Because of these reasons, the Air District has launched multiple incentive programs to promote the installation of publicly available level 1, level 2, and DC fast charging stations throughout the region. As of January 2016, these programs have awarded more than \$5 million in funding to install over 300 new public charging stations.

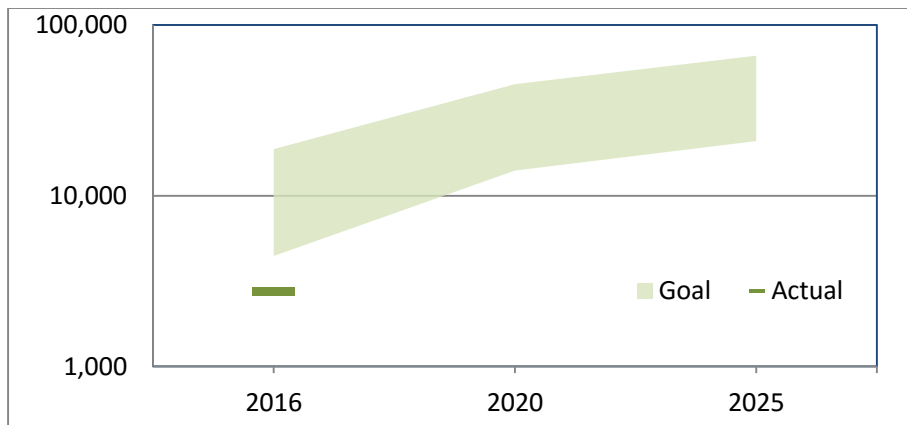


Figure 4: Projections of the necessary amount of public chargers to support the region's PEV fleet [8]

The first of these infrastructure programs, branded as *Charge!*, was designed to rapidly expand access to publicly available charging stations at destinations, workplaces, multi-family dwelling units, and transportation corridors with funding for the installation of Level 1, Level 2, and DC Fast charging stations. Recognizing the benefits of truly zero-emission electricity and the fact that equipment costs are only a small portion of the total costs to install charging stations, the program provides bonus funding for the installation of solar and/or wind power generation in conjunction with chargers, and allows for the grant money to pay for installation costs, permitting fees, and electrical upgrades.

While *Charge!* was extremely successful in expanding charging stations at destinations and workplaces, transportation corridors and multi-family dwelling units proved to be a challenge. For transportation corridors, the costs of DC Fast chargers and the electrical infrastructure necessary to install one continued to be prohibitive even with grant funding. Also, the true benefit of transportation corridor charging is to act as a safety net—the mere presence of one provides a peace of mind to a PEV driver concerned with range; this benefit, however, was not fully considered in the grant structure, which is required to achieve quantifiable, verifiable emission

reductions. Multi-family dwelling units generally used access-controlled parking lots with assigned tenet parking. These factors made it difficult to meet the requirement of allowing for public access to the charging stations.

Due to a limited amount of funding, the Air District focuses incentive funding for vehicles to public fleets. The reason for this is two-fold: public agencies are not eligible for federal incentives for PEVs, and the presence of PEVs in public fleets provides additional co-benefits. Public agencies are not able to directly take advantage of federal tax credit for PEVs, which slows the uptake of these vehicles in public fleets. By channeling incentives specifically at public agencies, the Air District helps bridge this funding gap. Furthermore, the inclusion of PEVs in official city fleets helps validate these vehicles in the public eye, and exposes city officials to these vehicles, in doing so, allows them to better understand how to craft more PEV friendly permitting policies, and encourages them to promote the installation of public charging infrastructure in their jurisdiction. Additionally, the monetary savings realized by the reduced maintenance and fuel costs of these vehicles are passed back to the taxpayers.

3.3 Other Incentives

While government incentives make up a vast majority of the funding for Bay Area PEVs, many of the region's private employers have also helped accelerate adoption through employee incentives and benefits. Many employers have installed chargers at their employee parking lots; nearly all employers who have done so have reported dramatic increase in the PEV adoption of their employees after chargers were put into place. Some employers have gone one step further and offer direct financial assistance to employees who purchase PEVs. Examples include Google Inc., who has a program that offers \$5,000 towards the purchase or \$2,500 towards the lease of a qualifying new vehicle, and Evernote, who provides employees with a \$250 monthly allowance towards the lease of a PEV.

4. OUTREACH AND EDUCATION

The effect of outreach and education efforts should not be overlooked and, based in part to the feedback received from early PEV adopters, an electric vehicle promotional campaign is one of the strategies outlined in the Readiness Plan. The key regional stakeholders—led by the Metropolitan Transportation Commission in collaboration with the Air District—began development of the Campaign in October 2012. Initial research indicated that allowing interested individuals to test drive PEVs in an environment free of sales pressure would be the most impactful strategy to increase PEV adoption. An initial one-year campaign was then launched in Spring 2014, marketed as *Experience Electric*. The campaign consisted of 21 free, interactive ride-and-drive events at venues around the Bay Area. These events allowed drivers to test-drive EVs and share their experience via social media.

The goal of the campaign was to leave an enduring impact on participants' understanding, perceptions and behaviors as they relate to PEVs. To evaluate the campaign, pre-drive, post-drive, and follow-up surveys (several months after the ride-and-drive) were conducted. The surveys showed that, overall, the events yielded positive effects on perceptions of PEVs, perceptions of the barriers to PEV purchase, and intentions to purchase an PEV immediately following the events (from the post-drive survey). The follow-up survey found that while some of the impacts faded several months down the line, others remained, and 8% of all ride-and-drive participants ultimately purchased or leased an EV in the two- to three-month period after attending an event and stated that the ride-and-drive event positively impacted their decision to purchase or lease an PEV.

The Air District also participates in the California PEV Collaborative, which is a public/private organization focused on accelerating the adoption of PEVs to meet California's economic, energy, and environmental goals. The PEV Collaborative convenes, collaborates, and communicates on emerging PEV market trends and works to address challenges and enable strong PEV market growth.

A key component of the outreach and education done by the PEV Collaborative are case studies of charging infrastructure installations at workplaces and multi-family dwelling units. These are published studies of the

experiences of various organizations in installing PEV chargers, and includes information on costs, the decision-making process, implementation and management of the chargers, benefits and challenges that they faced. Publication of these experiences allows other organizations who are interested in installing chargers to build upon the experience of others, allowing them to anticipate potential issues and challenges before they arise.

Programs have also been developed to provide incentives to underserved communities. These include programs for disadvantaged communities (DACs) and non-DAC low-to-moderate income consumers. This outreach effort integrates CVRP's messaging into community based organizations and other agencies through workshops and events, partnering with such entities as Charge Ahead Coalition, Energy Upgrade California, GRID Alternatives, Building Healthier Communities, and Air Districts. To assist in this effort, CVRP has increased the usability and accessibility of their website and marketing collateral, providing new content targeted to these communities, FAQs, and multi-lingual resources. From FY 2014 to the present, CVRP has held over 30 events and have an additional 40 events planned for FY 2015/2016, distributed more than 1,500 information packets, and spoken with more than 1,000 individuals. While the goal of allocating rebates in DACs is 10%, the CVRP is currently achieving 6%. The target for rebates benefitting DACs is 25% with the CVRP achieving 37%.

The region also benefits from State-wide CVRP programs that are targeted to educate dealerships and sales staff. These efforts include quarterly sales staff webinars, Original Engine Manufacturer (OEM) and dealer association-sponsored group training, direct dealership outreach, 1-on-1 inquiry support, and dealership-targeted outreach brochure and EV marketing materials.

5. FUTURE FOCUS

With its mission of improving public health and air quality, the ultimate goal of the Air District's incentive programs is to reduce emissions of air pollutants and greenhouse gases. The transportation sector is a significant source of criteria air pollutants, and the Air District views electrification of all areas of this sector as key to achieving its air quality goals.

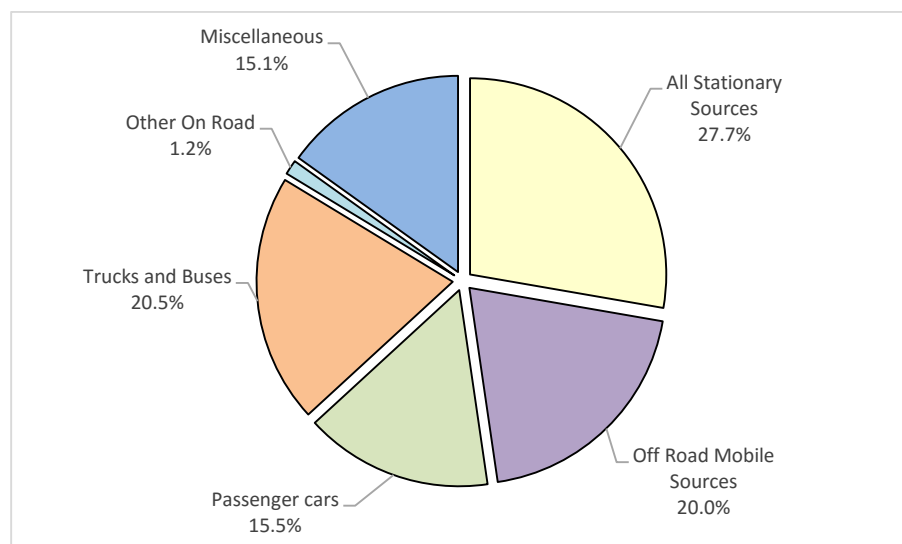


Figure 5: Sources of criteria pollutant emissions in the Bay Area [3]

Building on the momentum established with the adoption of PEVs, the Air District is expanding its incentive programs to begin incentivizing the purchase of other PEVs including medium- and heavy-duty trucks, buses, and off-road vehicles. The Air District, in partnership with the South Coast Air Quality Management District and other State air districts, recently submitted a proposal for projects to demonstrate the potential commercialization of zero-emission drayage trucks, which will develop and deploy advanced zero-emission

battery electric Class 8 drayage trucks with a Gross Vehicle Weight Rating of 80,000 pounds, vehicles used for hauling containers filled with goods from ports to distribution centers at ranges of up to 100 miles. Diesel-fueled truck and buses account for a major source of air pollution, and the areas around these ports are disproportionately affected due to the high volume of trucks in that area.

To help reduce the emissions from off-road mobile sources, the Air District has recently approved a commitment to provide \$20 million to support the electrification the Caltrain commuter rail system. Diesel-powered locomotives, such as the Caltrain locomotive fleet make up a significant portion of the off-road mobile emissions, and electrification of this system is expected to reduce diesel fuel usage by 4.5 million gallons per year, and emissions of criteria pollutants by nearly 5,500 tons per year. Other benefits of electrification include improved train performance, increased ridership capacity, and reduced noise.

To achieve zero GHG emissions from PEVs, the production of electricity powering electric vehicles through the electric grid must also produce zero GHG emissions. The Bay Area has either led or been early adopters to efforts to reduce emissions of GHG in the electric grid. Among these efforts, the Air District led the nation by introducing the first Property-Assessed Clean Energy (PACE) program in the City of Berkeley in 2008. PACE programs help finance energy efficiency upgrades or renewable energy installations for buildings. Also in 2008, the Air District funded the first Community Choice Aggregation (CCA) program in Marin County. CCAs allow cities and counties to aggregate the buying power of individual customers in order to secure alternative energy supply contracts. These programs have grown to other cities and counties around the Bay Area, through California, and the United States. The Air District is continuing its work to reduce energy consumption and GHG emissions by improving energy efficiency, electrification of systems currently using fossil fuels, decarbonizing energy, and reducing non-energy GHGs. This effort is at the center of the Air District's Regional Climate Protection Strategy.

In California, limiting the electricity produced from non-renewable, GHG emitting fuel sources providing energy for the electric grid is accomplished by mandates to increase the renewable energy being generated throughout the State. This effort first began in 2002 under SB 1078, California's Renewable Portfolio Standard (RPS). In 2011, under SBX1-2, electricity retailers, including publicly owned utilities (POU), investor-owned utilities, electricity service providers, and community choice aggregators were required to achieve 20% of sales from renewables by 2013, 25% by the end of 2016, and 33% by the end of 2020.

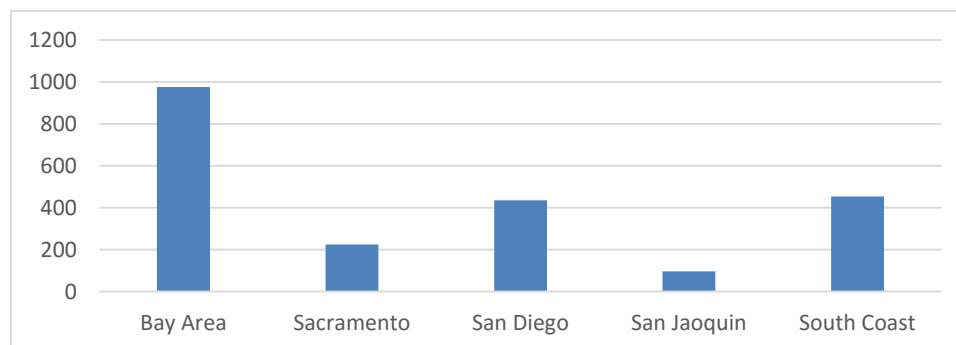


Figure 6: Per capita EV adoption rates (in number of EVs per 100,000 persons) of the five largest metropolitan regions in California [9]

Through extensive planning and implementation of policies, incentives, and outreach, the Bay Area has achieved the highest level of PEV adoption among all major metropolitan areas in California. Going forward, the District is working to refine efforts to move past the early adopters and expedite the deployment of zero-emission vehicles into other mobile source equipment categories. Rapid adoption of zero-emission vehicles across the entire transportation sector will be key to achieving state statutes requiring GHG emissions reductions to 1990 levels

by 2020 and 80% below 1990 levels by 2050. The programs the Bay Area has implemented will provide the foundation for achieving these goals for the entire mobile source sector.

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