Colorado Statewide EV Acquisition, Utilization, and Charging Infrastructure Strategic Plan

December 2025

COLORADO
Office of Sustainability
Department of Personnel & Administration

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1. Introduction

Section 1.1: Background

Colorado set ambitious goals through the Governor's Operational Agenda, Executive Order (EO) D 2025 003, and the Governor's Energy and Sustainability Wildly Important Goals to accelerate the transition to a cleaner State Fleet. At the highest level, we aim to achieve the following outcome goal, as articulated in the EO: reduce greenhouse gas emissions by at least 32% in the State Fleet by FY 2034 over the FY 2019 baseline. This plan outlines the path to achieving that goal.

The Colorado Office of Sustainability created this strategic plan in partnership with State agencies to accelerate the electrification of the Colorado State Fleet, ensure sufficient electric vehicle charging infrastructure, and support the effective utilization of electric vehicles (EVs) across the State. It is meant to be an actionable roadmap, rooted in the needs of the agencies.

The State Fleet has over 7,542[1] vehicles, spanning the state of Colorado and supporting a wide range of agency missions and job duties. As of September 2025, 855 are electric vehicles- comprising 426 battery electric vehicles (BEV) and 433 plug-in hybrid vehicles (PHEV). BEVs operate solely on battery power, typically with a 200-300 mile range for their batteries, while PHEVs combine a 30-40 mile electric range with an internal combustion engine (ICE) that powers the vehicle once the battery is depleted.

To ensure this plan reflects the practical needs of State agencies and the realities of a growing electric fleet, the Office of Sustainability convened three EV charging workshops between June and September 2024 to determine the barriers for electric vehicle supply equipment (EVSE, or commonly referred to as "EV chargers") at State agencies. The workshops identified several recurring themes: the need for more robust, anticipatory planning around EVSE deployment, consistent funding streams for EVSE, a centralized resource hub for EVs and EVSE, effective use of EVs, and interest in charger sharing among agencies.

Between September and December 2025, the Office of Sustainability partnered with the Governor's Office to hold a series of biweekly meetings with the agencies with the largest portion of the State fleet to refine the policies and strategies outlined in this plan. The agencies involved included the Department of Human Services (CDHS), Department of Transportation (CDOT), Department of

[1] This includes the vehicles under State Fleet Management and CDOT's on road, heavy duty fleet. The number does not include CDOT's snow plows.

Natural Resources (DNR), Department of Corrections (DOC), and the Department of Personnel and Administration's (DPA) State Fleet Management. Combined, these agencies represent 61% of the fleet and own 58% of the charging ports. Their input made clear that charging infrastructure gaps continue to be a major barrier to fleet electrification, and that closing those gaps depends on expanding EVSE. This plan was stakeholdered with all executive level agencies, and the collaboration shaped the strategies and recommendations presented in the following sections.

Section 1.2: Summary of Solutions and Next Steps

This plan contains policies and resources aimed at reducing charging gaps and increasing EV acquisition and utilization, including:

1. Implement a Statewide EV Charger Funding Strategy
2. Fill EV Charging Infrastructure Gaps
3. Create a Cross-Agency EV Charger Sharing Policy
4. Update Take Home EV Policy
5. Support Electric Vehicle Supply Equipment (EVSE) at Leased Properties
6. Create and Centralize EV and EVSE Training and Education
7. Increase Effective Utilization of Existing Chargers
8. Strengthen Demand Management Best Practices
9. Establish Responsible PHEV Use

2. Where We Are Now: Current Landscape of Fleet Electrification

Section 2.1: Current Successes and Areas of Strength

2.1.1: EV Acquisition

Colorado Consumer EV Acquisition

Colorado is a national leader in EV adoption, ranking first in the nation in electric vehicle sales for the third quarter of 2025, with Coloradans embracing EVs at rates far above the national average. According to the Colorado Automobile Dealers Association, from July 1 to September 30 of 2025, 32.4% of new vehicle sales in Colorado were EVs. Across the first three quarters of 2025, EVs made up 27.3% of sales.

To support EV adoption amongst Coloradans, the State has made significant investments to build public EV charging infrastructure, making it easier to power an EV in both urban and rural parts of the state. To date, Colorado has received $56.5 million in National Electric Vehicle Infrastructure (NEVI) Formula Program funding and has been awarding grants via the Direct Current Fast-Charging (DCFC) Plazas program to support fast-charging build-out along major transportation routes across the State. This funding is part of Colorado's broader effort to ensure reliable charging access for all Coloradans. To date, $23.8 million in NEVI-funded grants have been awarded for 236 fast-charging ports, with additional grant rounds being announced twice per year to continually solicit more projects until this funding is exhausted. The DCFC Plazas program is also funded by the Community Access Enterprise, which has long-term funding to continue the DCFC grant program after the completion of the Federal NEVI program.

State Fleet EV Acquisition

Given this momentum in consumer EV sales, Governor Polis is clear that the State government must "walk the talk" and serve as a leader in electrification by modeling best practices within our own

State operations. Executive Order D 2022 016 instructed all State agencies to procure EVs whenever new vehicles are purchased and available. The State also set a Wildly Important Goal (WIG) to acquire 1,250 EVs by 2027. As of September 2025, 855 State Fleet vehicles are EVs. Additionally, State Fleet Management and the State agencies have made significant progress on electric vehicle implementation, with approximately 200 electric vehicles added to the fleet each year. While electrification is currently heavily focused on light duty fleet, as technology develops, agencies will electrify their heavy duty fleets when the opportunity and funding arises in their vehicle replacement cycles.[2] For example, CDOT was the first state Department of Transportation in the nation to electrify a street sweeper.

Photo 1: CDOT's Electric Street Sweeper

Any vehicle not procured as an EV for EV-eligible vehicles must be accompanied by a complete justification via a Fleet Waiver, which is reviewed and approved by the Colorado Energy Office (CEO) and DPA. For example, the Colorado Department of Public Safety (CDPS) and the Colorado Department of Transportation (CDOT) often receive waivers for their law enforcement/special service vehicles and emergency response vehicles (e.g., snow plows).

State Fleet Management works with State agencies and the private sector to identify and purchase vehicles that are responsive to agency needs while still focusing on new, innovative vehicle solutions that support statewide alternative fuel vehicle goals. *Table: FY 24-25 PHEV and BEV*

[2] Light-duty vehicles typically have a gross vehicle weight rating under 8,500 lbs (e.g. sedans, SUVs, small trucks), while heavy-duty vehicles are defined as having a gross vehicle weight rating greater than 8,500 lbs (e.g. EV pick-up trucks, large trucks, snow plows, cargo vans). State Fleet Management follows EPA emissions classifications.

Acquisitions in the Appendix identifies the number of acquisitions by fuel type configuration by agency for FY 2024-25.

2.1.2: EV Utilization

State Fleet EV Utilization

Effective EV utilization depends on knowing real-world vehicle usage patterns. In FY 2024-2025, the Department of Personnel and Administration (DPA) set a WIG to maintain or exceed a 99% telematics installation rate for eligible State fleet vehicles through June 30, 2025. Telematics gives the State the detailed data needed to place EVs where they can perform reliably and efficiently. Notably, State Fleet Management achieved 99% telematics installation in all vehicle types in FY 2025, except for specific telematics-waived vehicles (i.e., State Patrol and vehicles associated with State operations requiring high security). This allowed them to conduct a detailed fleet electrification analysis that yielded vehicle-level data on mileage, travel patterns, and parking behavior to prioritize electrification decisions. While the formal WIG focuses on total EVs acquired, the State is also tracking a set of leading indicators enabled by telematics that reflect utilization and progress toward decarbonization, including: EV miles traveled, EV utilization rate by agency, miles traveled by fuel type, and number of EV chargers and distribution of charging stations.

Although the State's EV work is still relatively early in implementation, State agencies have shown significant commitment to vehicle electrification. Agencies logged 677,941 electric miles travelled in FY 24 and increased to over 2.2 million electric vehicle miles traveled in FY 25, out of roughly 65 million miles driven annually by the fleet. Importantly, total greenhouse gas (GHG) emissions per vehicle have declined 9.7% since 2019. This drop in emissions was especially important as the State Fleet grew, adding 1,447 vehicles over that period.

Table: Colorado State Fleet Total Emissions

Fiscal Year (FY)	Metric Tons GHG
FY 19	41,362
FY 20	39,315
FY 21	34,420
FY 22	34,858
FY 23	36,889
FY 24	36,922

Fiscal Year (FY)	Metric Tons GHG
FY 25	45,708

Table: Emissions per Vehicle of the State Fleet

Fiscal Year (FY)	Metric Tons GHG per Total Vehicles
FY 19	6.42
FY 20	6.31
FY 21	6.32
FY 22	6.13
FY 23	6.19
FY 24	6.10
FY 25	5.24

2.1.3: EV Charging Infrastructure

State Fleet EV Charging Infrastructure

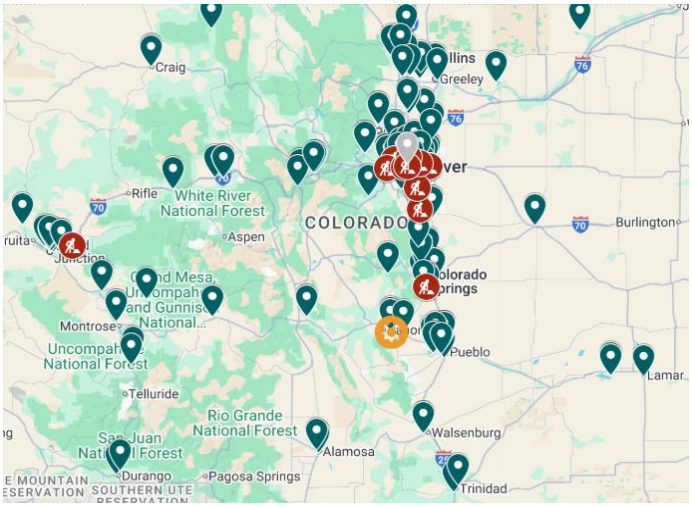
As of September 2025, the State owns 733 electric vehicle charging ports.[3] These ports were funded by a combination of Senate Bill 21-230, a one-time transfer of $5 million from the General Fund to the Colorado Energy Office for EV chargers, utility rebates, agency operating budgets, and grant funding. To date, Colorado's Fleet Zero-Emission Resource Opportunity (Fleet-ZERO) grant program has awarded $7.8 million to EV fleet charging projects, many of these at State facilities.

A statewide map of these ports is shown below, showing their distribution across urban, suburban, and rural facilities. The network includes a mix of Level 1, Level 2, and Level 3 or DC fast charging ports, each serving different operational needs. Level 1 chargers provide much slower charging (e.g., 40 to 50 hours to charge a BEV to 80% of its maximum range from empty and 5 to 6 hours for a PHEV) that is best suited to topping-off a vehicle's charge for low-mileage driving conditions (i.e., 30 miles of driving per day), PHEV charging, and backup or emergency charging. Level 2 charging supports routine daily use and is recommended for overnight or extended workday charging, as it can generally charge a BEV to 80% of its maximum range from empty in four to ten hours and a PHEV in one to two hours. DC fast chargers provide rapid turnaround charging for high-

[3] Charging stations can have anywhere from 1-4 charging ports.

utilization or long-distance vehicles, charging a BEV to 80% of its maximum range within 20 minutes to one hour. PHEV batteries are either incompatible with or require an adapter to support DC fast charging.

A full map of the State of Colorado Owned EVSE illustrates the existing network of EV charging stations owned and maintained by state agencies.



Map 1: Map of existing EVSE sites owned by State agencies. A list of these sites can be found in the EV Charger and Port Station Count.

While this represents an important foundation, additional investments and strategic coordination will be necessary to ensure the State has reliable charging access for a full range of agency operations. The subsequent section details these remaining gaps and recommendations to close them.

Section 2.2: Current Gaps and Pain Points

2.2.1: EV Acquisition

DPA estimates that 3,100 vehicles, or 46% of the State Fleet, are eligible to be EVs based on each vehicle's body code and the availability of a viable electric vehicle option in the marketplace. The remaining 3,566 vehicles do not have a viable electric vehicle model available in the marketplace. Additionally, if an EV-eligible vehicle is not suitable as an EV due to operational or mission demands, agencies must apply for and receive waivers due to specialized use cases. These special use cases include State Patrol and Colorado Bureau of Investigation operations, Fire Prevention and Control operations, vehicles serving as snow-plows and operating for long hours, long-distance

towing, extreme terrain, and remote off-road use—all situations where current EV models cannot reliably meet performance demands.

State Fleet Management partnered with Sawatch[4] to conduct an analysis determining vehicle suitability for electrification and required charging for the vehicles. Based on the study of 5,075[5] state fleet vehicles, 687 vehicles in the fleet are strong candidates for electrification and met all of the Sawatch criteria.[6] However, a significant subset of vehicles—over 2,000 vehicles—were strong candidates for electrification but failed the parking criteria. These vehicles did not park in multiple locations more than 25% of the time, meaning that they did not park in a consistent enough location to access charging. These vehicles represent an area of opportunity for EVSE planning. By strategically solving some of the charging gaps, we can significantly increase the number of vehicles in the State Fleet that are eligible for electrification.

More broadly, many otherwise viable vehicles remain ineligible for electrification due to insufficient charging infrastructure, the long wait times for charger installation, expensive electrical upgrades, and a lack of partnership from utility providers and charging vendors. Currently, there is only one sedan EV model under a State price agreement, as the State has encountered either contracting issues with manufacturers or price limitations. These constraints slow EV deployment and create operational uncertainty for agencies that rely on the vehicles.

2.2.2: EV Utilization

Overall, EVs in the State Fleet see 25% fewer miles driven than ICE vehicles. Additional miles driven on electricity relies heavily on proactive PHEV charging, and agencies actively analyzing BEV use cases across the fleet and reallocating BEVs when they are not used. More information on PHEV utilization can be found in section 4.4.3 “Responsible PHEV Use.”

Some drivers continue to experience uncertainty or anxiety around EV driving and charging, largely because of some drivers’ unfamiliarity and lack of knowledge regarding EVs. Drivers may experience range anxiety, confusion about the operations and mechanics of an electric vehicle, and discomfort about navigating trip planning and charging. Improved communication, onboarding, and targeted training could help reduce these barriers and increase driver confidence.

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[4] Sawatch Labs is a fleet electrification software that uses predictive analytics to determine EV suitability and infrastructure planning.

[5] All vehicles with telematics installed at the time were part of the Sawatch study.

[6] Sawatch uses several criteria to assess an EV’s suitability, including total cost of ownership, daily driving needs met on one charge, and charging access.

Lastly, while the State Fleet Management website serves as the central hub for EV resources, it is not yet fully leveraged as a standardized training platform. Agencies currently create their own training materials, resulting in inconsistent training standards and materials across state agencies. In addition, no required training exists for employees when they are assigned a fleet EV, creating gaps in basic understanding of vehicle operation and charging expectations.

2.2.3: EV Charging Infrastructure

The State's current EV charging infrastructure is not keeping pace with the rapid growth of State fleet electrification. While agencies have made progress installing chargers through various funding sources, the result is a patchwork system that does not optimally meet EV utilization today or enable continued EV growth over the next several years.

Charging gaps are defined as places where there is currently insufficient charging infrastructure to meet current State agency needs related to EV utilization and to justify further State agency acquisition of EVs and replacement of existing ICE vehicles.

1. Geographic Gaps in Charging Infrastructure

Through engagements with CDHS, DOC, CDOT, and DNR, including Colorado Parks and Wildlife (CPW) and the State Land Board (SLB), several priority gaps emerged across the state. These gaps meet one or more of the following criteria:

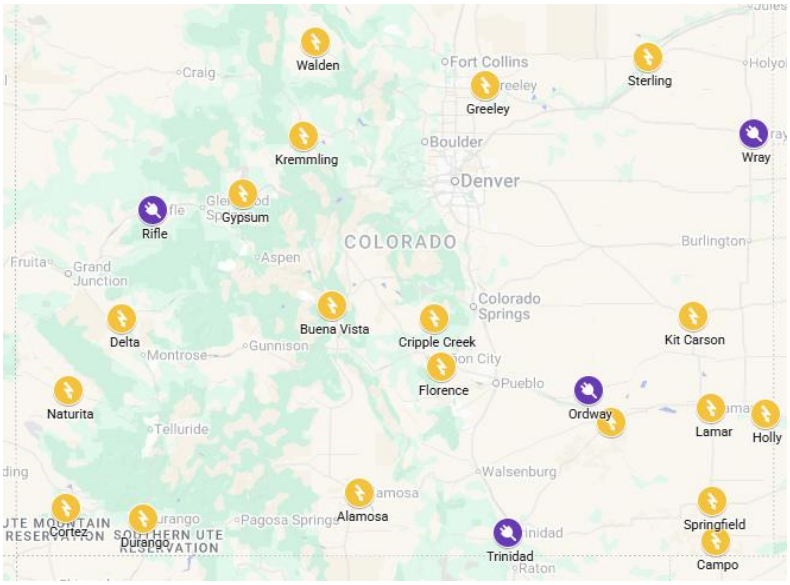
a. Located near state facilities, state parks, correctional facilities, or other offices with high operational demand

b. Serve multiple agencies, making them high-value, shared-use locations

c. Support remote or high-mileage use cases where reliable charging is essential

d. Lack of nearby public charging capable of meeting needs

Most recommended sites require Level 3 DC Fast Charging (yellow bolt icon in Map 2) to support long-range, high-mileage operations. Some locations can be served by Level 2 chargers (purple plug in Map 2), primarily at DOC facilities, for lower mileage or overnight use cases.



Map 2: Map of priority locations for new EV charging sites. For more information, see the Map of Priority Locations for New EV Charging Sites.

2. Barriers to EVSE Installation and Expansion

a. Electrical Capacity Constraints: Sites often require transformer upgrades, panel upgrades, or other construction that increases cost and installation time. Older State facilities, particularly in rural areas, may lack adequate electrical capacity to support Level 2 and Level 3 charging.

b. Utility Engagement and Demand: Agencies face high electricity charges that make Level 2 and Level 3 fast charging cost-prohibitive without demand management tools. The limited use of agency-led demand management and inconsistent communication around utility-side demand creates uncertainty.

c. Funding and Ongoing Maintenance: Agencies struggle to identify sustainable funding for installation and maintenance costs.

d. Procurement and Installation Delays (up to 21 months): Procurement processes are complex, and installations are lengthy, with procurement commonly taking 12-24 months. Most notably, transformers can be delayed up to 50 weeks due to a lack of availability.

3. Limited Cross-Agency Charger Sharing

Limited charger sharing across State agencies also contributes to and reinforces these gaps. Some key barriers include a lack of pricing structure and a cost recovery mechanism to facilitate straightforward interagency sharing. There is also a lack of guidance or protocols for access

coordination, scheduling, or usage management, and most sharing is done on an informal, ad hoc basis upon agreement between two agencies. Additionally, many chargers are located behind secure fences or in otherwise restricted areas, preventing multi-agency use.

In summary, Colorado's fleet electrification is accelerating as planned, but EVSE deployment has not kept pace due to the decentralized planning. This document is meant to build a centralized strategy to prioritize where chargers should be built next, coordinate plans for multi-agency access and cost-sharing mechanisms, and ideally, a sustainable funding model for long-term operation and maintenance. We detail many of these ideas and solutions in the forthcoming section. Without addressing these foundational issues, the State risks under-utilization of EVs and delayed progress toward fleet electrification goals.

3. Statewide Goals

Topic-specific goals that ladder up to the statewide EV-related goals articulated in the Governor's Operational Agenda, EO D 2025 003, and the Energy & Sustainability WIGs will promote steady progress on the statewide goals and create a structure of accountability via regular data reporting and sharing between the State agencies, State Fleet Management and the Office of Sustainability at DPA, and the Governor's Office. Goals for the remainder of FY 25-26 and FY 26-27 will be focused on the following four categories: EV Acquisition, EV Utilization, EV Charging Infrastructure, and EV Training.

To make progress on the statewide goals in the short-term, DPA has an EV Acquisition WIG on the Governor's Dashboard to grow the State Fleet to 1,250 EVs by June 30, 2027, while ensuring the State-owned EV charging network keeps pace with that expansion. This 2027 target requires not only scaling the number of State-owned charging ports from 690 to 880 by June 30, 2026, but also ensuring they are strategically located, funded, and fully utilized. We are also monitoring EV miles driven at the agency level to ensure we are increasing EV utilization while simultaneously increasing our investment in EVs and the required infrastructure. Successful completion of these goals will showcase the State as a leader in electric vehicle adoption and reduce greenhouse gas emissions from State fleet vehicles.

DPA State Fleet Management and the Office of Sustainability will track these goals and report to the Executive Director of DPA on a quarterly basis.

The goals for the remainder of FY 25-26 and FY 26-27 are as follows:

EV Acquisition Goal:

- Increase the number of electric vehicles in the State fleet to 1,250 by June 30, 2027.

EV Utilization Goal:

- Drive 3 million electric vehicle miles by June 30, 2026, and 4 million electric vehicle miles by June 30, 2027, compared to 677,941 electric vehicle miles driven out of 65 million total fleet miles driven in FY25.

EV Charging Infrastructure Goal:

- Increase the number of State owned electric vehicle charging ports from 690 to 880 by June 30, 2026.

EV Training Goals:

- The Office of Sustainability and DPA State Fleet Management will conduct 3 in-person Employee EV "Ride and Drive" events at workplaces in Denver, Colorado Springs, and Grand Junction, open to all State agencies by December 31, 2026.
- The Office of Sustainability and DPA State Fleet Management will create an online "EV 101" training for the State of Colorado's online learning platform by June 30, 2026.
- The Office of Sustainability and DPA State Fleet Management will create one pagers[7] with new EV and EV charger information for State agencies and place these in all BEV and PHEV fleet vehicles by December 31, 2026.

[7] One-pagers should include QR codes that link to applicable resources on State Fleet's website.

4. Where We Are Headed: Proposed Solutions

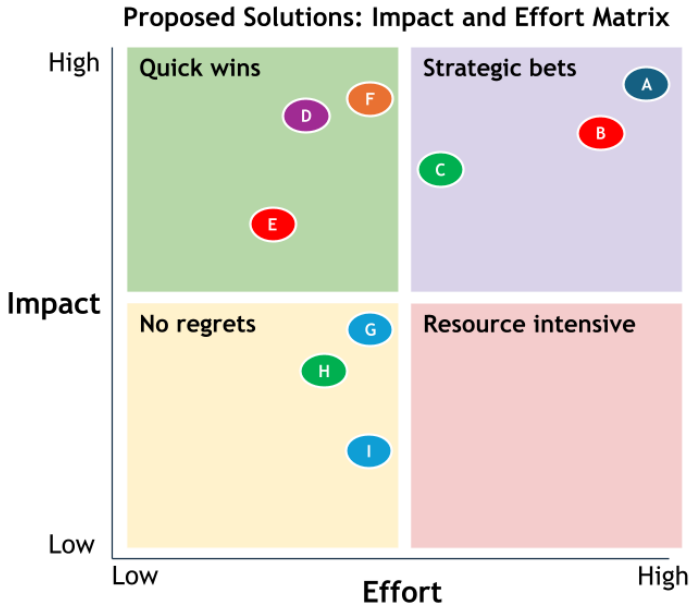
Section 4.1: Introduction

Despite strong momentum, the landscape analysis of fleet electrification shows that uneven infrastructure, variable utilization of EVs, and operational constraints continue to limit the State's ability to scale future EV investments. In this section, we lay out a set of actionable solutions that address these needs, including: a statewide funding strategy for EV chargers, tactics to increase EV utilization, ways to close infrastructure gaps and increase utilization of existing chargers, a cross-agency charger sharing model, and centralized training and education.

The matrix below evaluates each proposed solution by its level of impact and level of effort, helping us identify our strategic bets, quick wins, no-regret actions, and resource-intensive options that may need to be deprioritized. Together, these proposals form a coherent pathway to accelerate adoption, close gaps, and support agencies in meeting our EV and fleet emissions-reduction goals.

Strategic Bets

A. Implement a Statewide EV Charger Funding Strategy (this document) (State Fleet Management, Office of Sustainability, and Governor's Office)
B. Fill EV Charging Infrastructure Gaps (Office of Sustainability and Agencies)
C. Create Cross-Agency EV Charger Sharing Policy (Office of Sustainability)



Quick Wins

D. Update Take Home EV Policy (State Fleet Management and Agencies)
E. Support Electric Vehicle Supply Equipment (EVSE) at Leased Properties (Office of Sustainability and Agencies)
F. Create and Centralize EV and EVSE Training and Education (Office of Sustainability and State Fleet Management)

No Regrets

G. Increase Effective Utilization of Existing Chargers (Agencies)
H. Strengthen Demand Management Best Practices (Office of Sustainability)
I. Establish Responsible PHEV Use (Agencies)

The remaining pages in this section are organized by the categories in this matrix. Each proposed solution is described in detail, preceded by a summary of the problem statement for that solution.

Section 4.2: Strategic Bets

4.2.1: Statewide EV Charger Funding Strategy

Problem: Previous funding sources for EV chargers have dried up, and agencies rely on constrained budgets and a patchwork of grants to fund future chargers.

Successful fleet electrification requires a sustainable and predictable funding model that allows agencies to plan ahead. Historically, the State relied heavily on one-time state and federal funding streams, most notably Senate Bill 21-230, to fund charging infrastructure. Those funds have now been fully allocated, and federal support is diminishing, leaving the State without a long-term mechanism to build the charging network our growing EV fleet requires.

In the absence of ongoing funding, EVSE investments today are made through a patchwork of grants, agency capital investments, or time-limited opportunities that are neither scalable nor sufficient to meet the state's electrification goals.

Solution: Implement a Statewide EV Charger Funding Strategy

To address this gap, the Office of Sustainability worked with agencies to identify a set of solutions that support both immediate operational needs and long-term financial sustainability. The Office of Sustainability recommends the following multi-pronged funding approach that balances long-term statutory changes with near-term solutions.

Primary Recommendation: Establish long-term financing authority for EV chargers

To establish a sustainable funding mechanism, the State should work to allow EV chargers to be financed similarly to State fleet vehicles using the State Fleet Trust. Under this model, agencies could finance EVSE over 7 to 10 years, consistent with the financing terms offered by the State's lending institutions. This would require a statutory change to CRS § 24-30-1104 (2)(k), and this would not require any general fund investment. Instead, EV chargers would be financed through the State's lending institutions vetted by State Fleet Management and repaid by agencies over time, consistent with the current vehicle financing model used by State Fleet. This change would provide agencies with a predictable, scalable funding mechanism for charger deployment.

Of note, the financing authority would only apply to charger hardware. Site preparation and infrastructure needs, such as electrical upgrades or construction, would continue to be supported in parallel with a capital construction request. The electrical upgrades and construction are often the most costly elements of the project. This shift would also enable the Office of Sustainability to

take a more centralized and strategic role in planning statewide EVSE, replacing today's ad hoc and siloed approach.

Deploy Short-Term Funding through Strategic Grant & Agency Partnerships

The Office of Sustainability will partner with agencies to strategically apply for grant funds through CEO's Fleet-ZERO program and collaborate with CDOT's Office of Innovative Mobility to leverage near-term resources. These efforts will prioritize high-need locations where shared-use charging can maximize impact and ensure operational readiness across multiple agencies. This will provide near-term relief to augment strategies for longer-term funding solutions.

Assess Long-Term Market Options through Charging-as-a-Service Market Sounding

In parallel, the Office of Sustainability will work with DPA's Public-Private Partnership (P3) Office to issue a market sounding to evaluate the viability of "charging-as-a-service" solutions, whereby the EV charging vendor would own and maintain the charger, depending on the model. The market sounding step is an important one in the P3 process, which will allow DPA to assess the private sector's capacity and ability to assume project risk, as well as explore innovative solutions and red flags *before* an official request for proposal is initiated. DPA will also explore the opportunity to partner with municipalities across the State in its' P3 approach, opening up charger locations in rural and urban areas. This exploratory step will also assess whether P3 models could offer predictable financing, maintenance support, or turnkey charging options on State-owned land.

State agencies indicate this model would be most practical for Level 3 chargers, which tend to be expensive to install and require knowledge to input software controls managing electricity demand at the Level 3 chargers. While this is a longer-term strategy, early engagement will inform broader statewide planning. A handful of recent EV charging projects suggests there is creative market appetite for this model, such as the planned network of EV fast-charging hubs outside of Los Angeles Airport[8] or the Rivian partnership with Colorado Parks and Wildlife[9].

Coordinate with the Public Utilities Commission (PUC) and Xcel on Future Utility-Driven Support

Finally, the Office of Sustainability will collaborate with the Colorado Energy Office, Public Utilities Commission, and staff at the Department of Regulatory Agencies to support state fleet charging within Xcel's upcoming 2027 Transportation Electrification Plan. Potential areas for collaboration

[8] bp pulse announces partnership with Hertz to install a charging hub outside of LAX.

[9] Rivian partnered with Colorado Parks and Wildlife to install over 20 chargers at Colorado State Parks (data is collected by the Office of Sustainability).

may include dedicated funding for EV Chargers, similar to Xcel's previous EVSE rebates, as well as vehicle rebates.

4.2.2: Fill EV Charging Infrastructure Gaps

Problem: Several entities are simultaneously working to expand EV charging infrastructure in Colorado with siloed efforts.

Multiple studies are being conducted on electrification and EV charging in Colorado within the State. Additionally, higher education institutions and municipalities are building out their charging infrastructure with limited communication amongst each other and the State.

Solution: Pursue Strategic Partnerships to Fill EV Charging Infrastructure Gaps

The Office is partnering with the Colorado Energy Office as they finalize the Colorado Charging Gap Analysis to use the analysis to further inform future EVSE deployment. Of note, non-home charging deployment—charger deployment at locations other than the employee's home—is significantly concentrated in the Front Range, with 74% of non-home chargers in the Front Range region.[10] CEO's analysis also states that home charging is the preferred method of charging for EV owners, which is a critical consideration for the State's take-home fleet. At-home charging is more feasible for owned single-family units. The Office's approach to assisting employees in leased housing or multifamily units is discussed in the section 4.3.1 "Update Take Home EV Policy."

In addition to coordinating with Xcel Energy, the Office of Sustainability will pursue partnerships with other utilities, including Black Hills Energy and the rural electric cooperatives represented by Tri-State Generation and Transmission Association. As more charging occurs during peak electricity prices, agency fleet vehicles experience more unpredictable charging limitations as vendors limit the electricity output. In addition to raising awareness on these limitations, the Office of Sustainability will pursue battery deployment to pair with EV chargers, to the extent financially feasible, in areas the utilities deem necessary to alleviate grid strain. The Office of Sustainability will continue to ensure agencies are aware of EVSE rebates and incentives offered by the utilities and co-ops and include these financial opportunities in any capital investment.

As mentioned previously, the Office of Sustainability is also capitalizing on the significant investments in Level 3 chargers from the NEVI program and mapping these chargers, as well as

[10] CEO's Charging Gap Analysis takes into account ALL types of chargers, even those not owned by the State Fleet and those that the State Fleet cannot access. The International Council on Clean Transportation provided this data to CEO.

other fleet accessible chargers, in its' Statewide Charger Map under a filter labeled "Chargers in the Wild." Even with these investments, there are still gaps across the state, particularly in rural areas.

As a result of the charger gaps identified, the Office of Sustainability is partnering with the State Land Board to explore electrical opportunities on State Land Board land for charger installations. The State Land Board owns over 2.8 million acres of land with GIS capabilities to identify potential sites for EV chargers. Much of this land exists in rural areas of Colorado, where agencies frequently cite the need for charger access. The Office of Sustainability will also seek to partner with municipalities and higher education institutions across Colorado as these entities continue to build out their charging infrastructure.

4.2.3: Create Cross-Agency EV Charger Sharing Policy

Problem: Most of the existing chargers are accessible only to the agency that owns them.

Agencies have to choose access levels within the charging software and can elect certain vehicles to access the chargers. It is imperative that an agency's own fleet can charge at the agency's owned chargers, but there are several opportunities throughout the State to open up chargers to more agencies.

Solution: Create a Cross-Agency EV Charger Sharing Policy

The Office of Sustainability is writing a Cross-Agency EV Charger Sharing Policy to ensure effective use of all State-owned chargers. Charger sharing benefits agencies by minimizing the financial burden of installing new charging infrastructure, expanding the available statewide charging stations, and making it more feasible to acquire EVs across the State and solve logistical charging issues. The policy will include centralized standard operating procedures to ensure access for EV chargers at appropriate State facility locations (e.g., chargers that are not behind secure fences that can be accessed by all State fleet vehicle users). In locations where EV charger sharing is implemented, the software managing the relevant chargers will need to be updated to allow all State fleet EVs access. Finally, the policy will include a pricing structure to ensure fair pricing based on utility rates and a cost recovery mechanism to account for the ongoing maintenance and operations of the chargers. This Cross-Agency EV Charger Sharing Policy guarantees that agencies will have access to chargers in the areas where agency chargers clearly overlap (e.g., Sterling, Rifle, Pueblo, Grand Junction, Trinidad, and Cortez).

Section 4.3: Quick Wins

4.3.1: Update Take Home EV Policy

Problem: Current criteria and processes narrow take home EV adoption

Approximately one-third of the State fleet is used as a take home vehicle for an employee's job. Of 1,961[11] take home vehicles, 1,683 of these are ICE vehicles, and 278 are EVs. The State's current take home EV policy outlines several considerations for assigning an employee a take home vehicle. These considerations include housing characteristics and ownership status (single-family vs. multi-family housing, own vs. rent, etc.), current or potential access to reliable overnight charging, and where the vehicle is or can be parked. The policy stipulates that the installation of home charging (for assigned BEVs or PHEVs) is currently limited to those who own their home, whether single- or multi-family. This stipulation is due to the liability and funding concerns of installing chargers at rental homes. This requirement eliminates eligibility for a large portion of the workforce, many of whom express interest in EVs and live in denser, urban areas where EVs may provide the greatest benefit.

Currently, agencies decide on assigning an employee a take home EV based on informal conversations, and sometimes the use of a CEO-designed Google Form, to determine the employee's ability to charge at home and the employee's willingness to use an EV. The state is aware of one anecdotal instance in which a landlord did not allow a renter to install EV charging. It is unclear whether this was restricted in the lease agreement or if the landlord declined verbally. CEO and the Office of Sustainability will conduct additional due diligence to better understand barriers in residential rental settings and inform whether and how policy approaches could be expanded to support renters.

Solution: Review and improve utilization of the current take home vehicle policy, seeking opportunities to increase the number of take home EVs

To improve consistent utilization of the current take home vehicle policy and ultimately increase the number of take home EVs where possible, the Office of Sustainability will first work with agencies to increase consistent utilization of CEO's EV Take Home Policy Google Form survey. This form is shared with fleet managers and used when deciding whether to assign an employee an EV. Currently, not all agencies use this form, and some have created their own version of the form.

[11] This number was collected from the State agencies in December 2025. It is important to note vehicle reassignments are ongoing throughout the year.

The Office of Sustainability will standardize the use of the form across agencies and ensure State Fleet Management and the relevant agency staff have access to the form results, to support accurate determinations of agency EV allocations.

Using data from CEO's EV Take Home Policy Google Form, the Office of Sustainability will work in collaboration with State Fleet Management, the Office of State Controller, CEO, and the agencies to identify opportunities to maximize the number of take home EVs assigned to agency staff. Currently, the take home vehicle policy stipulates that take-home BEVs should only be assigned to employees who are able to complete their required daily driving without the need for charging during the workday, meaning that most charging should occur at the employees' homes. The policy also stipulates that in cases where an employee's workday driving cannot be completed on a battery that was charged at the employee's home, a PHEV should be assigned.

Looking at data collected from previous charger installations, EV charger installation at an employee's home is significantly more cost-effective when comparing the average charger cost 1:1 with the cost of installing the same level of charging infrastructure at a State facility. Table 4 below utilizes SB 21-230 EV charging installation cost data to compare the cost of residential Level 1 and Level 2 charger installation—which would be utilized for take home BEVs and/or PHEVs—with the cost of State facility Level 2 and Level 3 charger installation. Level 1 chargers at State facilities were not represented in the data set utilized to create this table. Table 4 also provides information on the amount of time for the respective charger to charge a vehicle to 80% of its maximum range from empty and the use cases for the charger type. This table does not take into account other operating costs associated with the chargers, such as electricity costs or ongoing charger maintenance, only considering the average initial fixed costs associated with charger installation, such as charger costs, electrician fees, permitting, and infrastructure improvements.

Table 4: EV Charger Comparison

Charger Type and Installation Location	Average Installation Cost for One Charger	Amount of Time to Charge to 80% of Maximum Range from Empty	Use Case for Charger Type
Level 1 at Employee Residence	$1,078	40 to 50 hours for a BEV 5 to 6 hours for a PHEV	Best for topping off a vehicle's charge for low-mileage driving conditions (e.g., 30 miles of driving per day), PHEV charging, and backup or emergency charging.
Level 2 at Employee Residence	$1,970	4 to 10 hours for a BEV 1 to 2 hours for a PHEV	Best for routine daily use and overnight charging for BEVs and PHEVs.

Level 2 at State Facility	$23,267	4 to 10 hours for a BEV 1 to 2 hours for a PHEV	Best for routine daily use and overnight or extended workday charging for BEVs and PHEVs—especially vehicles that can be parked and charging at a single location for an extended period of time.
Level 3 at State Facility	$130,259	20 minutes to 1 hour for a BEV PHEV batteries are either incompatible with or require an adapter to support Level 3 charging.	Best for rapid turnaround charging for high-utilization or long-distance BEVs.

Table 4 demonstrates that residential Level 1 and Level 2 charger installation is significantly less expensive than the installation of chargers at State facilities; approximately 12 Level 2 chargers could be installed at employee homes for every Level 2 charger installed at a State facility. Therefore, there are significant efficiencies and potential cost savings to be gained from maximizing the number of take home EVs and making strategic decisions around which charging infrastructure to purchase and install for said vehicles. This table does not contemplate the fact that one charger at a State facility is accessible to multiple fleet vehicles for charging, and potentially public vehicles, while an at-home charger can only charge a single vehicle.

Lastly, to improve utilization of the current take home vehicle policy and potentially increase the number of take home EVs relative to take home ICE vehicles, the Office of Sustainability will partner with CEO to determine the feasibility of assigning take home EVs to renters through a detailed survey of State employees and collaboration with the Office of State Controller. CEO and the Office of Sustainability will also pursue potential policy ideas to support renters.

4.3.2: Support EVSE at Leased Properties

Problem: Leased properties present contractual difficulties for installing EVSE.

At this time, the State does not have data indicating that commercial landlords have prohibited the installation of EV charging through lease terms. Instead, agencies have generally encountered EV charging as a negotiation issue, driven by practical constraints such as the need for electrical upgrades or construction impacts (e.g., large-scale parking lot modifications), or situations where the leased building owner is not the same entity as the parking or garage owner. State agencies

must work with the landlord for any contract negotiations around installing an EV charger at the facilities. This process may prove tedious and require an amendment to the existing lease.

Solution: Electric Vehicle Supply Equipment (EVSE) at Leased Properties

The Office of Sustainability worked with agencies to identify several leased property spaces that need EV chargers. The Office will work with the Office of State Architect Real Estate Division to navigate conversations with landlords and negotiate potential lease addenda changes for the current leased spaces needing EV chargers. The Office will also update the outdated Green Lease Policy to incentivize landlords to install charging infrastructure for any new leased facilities. The State is currently focused on reducing its footprint at leased spaces, and will prioritize current leased spaces for charger installation.

Moving forward, the Office of State Architect will support agencies in navigating these negotiations. As CEO and the Office of Sustainability conduct further due diligence, we will gather additional information to inform whether and how the policy could be expanded to support the use of EV charging at leased state facilities.

4.3.3: Create and Centralize EV and EVSE Training and Education

Problem: EV training is not standardized or offered frequently for users operating state fleet vehicles

Agencies currently create their own EV training programs, ranging from vehicle-specific videos and introductory emails to one-on-one conversations with the agency fleet manager and an employee. This decentralized approach leads to inconsistent training quality, uneven employee readiness and understanding, and varying levels of confidence in operating EVs across agencies.

Solution: Create and Centralize EV Training and Education

As mentioned previously, the State Fleet website serves as the central hub for State Fleet resources. The Office of Sustainability is partnering with State Fleet Management to create a standardized “EV 101” online training with input from the agencies. This training will be accessible to any State employee and shared with fleet managers to disperse among drivers. The Office of Sustainability will also partner with State Fleet Management, the Colorado Energy Office, and Drive Clean Colorado to create one-pagers to place inside vehicles with pertinent information on EVs and chargers.

Fleet managers indicate that the most effective training method is in-person training. Given this insight, the Office of Sustainability will host three in-person Ride & Drive events for employees to familiarize themselves with EVs and chargers between now and December 31, 2026. These interactive, on-site experiences, led by DPA and in partnership with Drive Clean Colorado, will be hosted at employee workplaces in Denver, Colorado Springs, and Grand Junction.

Each event will showcase a diverse lineup of EV models, along with chargers, allowing employees to test-drive the EVs and get familiar with charging and trip planning. The goal is to demystify EVs through hands-on learning. Lastly, each event will have an exit survey to capture employees' perceptions and the effectiveness of the event.

The following topics will be covered in the online training, State Fleet website, vehicle one-pagers, and addressed during the Ride & Drive events:

- High-level overview when first getting an EV
- Trip planning
- Considerations for driving in the wintertime
- Impact on the battery while towing
- Types of adapters and chargers
- Regenerative braking
- Importance of charging a PHEV
- Applications used on State devices
- Demand management

Section 4.4: No Regrets

4.4.1: Increase Effective Utilization of Existing Chargers

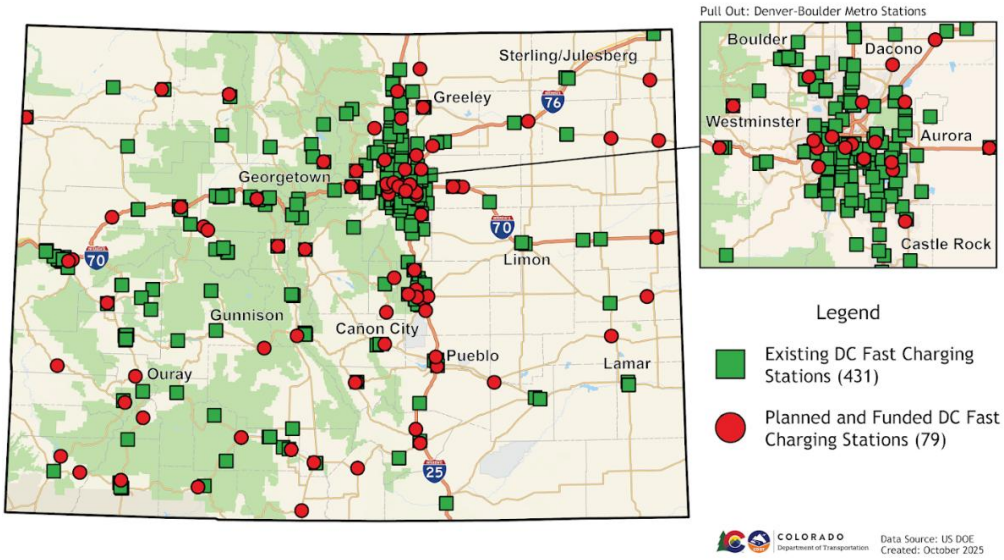
Problem: State agencies use public chargers when possible, while many state-owned chargers remain underutilized.

Every charging vendor has a different point of sale mechanism, making many of the public chargers inaccessible to State fleet vehicles. This is typically a result of vendor and payment issues or a

security barrier that the State Fleet must address on an ongoing basis with the Office of Information Technology and the payment vendors.

Solution: Increase Effective Utilization of Existing Chargers

EV charger deployment of non-home chargers has increased from 3,500 chargers in 2021 to over 6,000 in 2024.[12] State fleet vehicles often take advantage of "chargers in the wild", chargers that are not owned or operated by the State, when traveling throughout the State. This includes the Level 3 chargers funded by the National Electric Vehicle Infrastructure Plan (NEVI) and managed via a partnership with CDOT and CEO. While not every charger is accessible to State fleet vehicles due to vendor and payment complications, State Fleet Management is actively working on solutions to allow for payment and use of chargers across the State. The Office of Sustainability is aligning future EV charger investments with current and planned chargers from NEVI and other opportunities.



Map 3: DCFC chargers funded by NEVI. Existing DC Fast Charging stations (431) are shown in green. Planned and funded stations (79) are shown in red. For details, see the National Electric Vehicle Infrastructure Plan or the interactive NEVI Map.

The Office of Sustainability will also work with agencies to identify underutilized chargers using the data from the existing charger software. Without FTE capacity to check charger use, vehicles may sit at a charger for multiple days and not free up the charger for other vehicles to use. The Office

[12] The International Council on Clean Transportation provided this data to the Colorado Energy Office.

will partner with agencies owning these chargers and develop solutions to free up the chargers (i.e., communication to fleet users).

4.4.2: Strengthen Demand Management Best Practices

Problem: Charging during utility peak demand results in high electricity bills.

As agencies open their charger access to other agency fleets, it is even more critical that they employ demand management at their chargers. Demand management in the context of EV utilization is the strategic charging of an EV to best align with available energy supply, usually via off-peak hour charging that is lower in cost and places less stress on the electric grid. Each electric utility in the State of Colorado has different time-of-use electricity rates, including higher prices for usage during specific peak hour periods, meaning the price of electricity changes depending on the time of day. Without managing the demand at the chargers, the price to charge fleet vehicles can spike during peak hours and quickly snowball over time. The chart below offers an example of the varying prices of charging the full battery of a Ford Lightning in Xcel territory one time and ten times. For example, charging a Ford Lightning ten times at peak pricing (i.e., daytime during summer months) costs $205 more than it would cost if the user charged the vehicle overnight. Agencies can curb these electricity expenses by limiting the voltage output during peak hours and programming their chargers and vehicles to only charge during off-peak hours. This is critical for Level 3 chargers, which offer a power output up to 340 kW. If not managed properly, agencies will bear high electricity utility costs, resulting in ineffective use of taxpayer dollars.

Cost to Charge Ford Lightning

Rate[13]	One Time	Ten Times
Standard Energy Price	$11.76	$117.60
Overnight EV Pricing	$4.90	$49.00
Fall, Winter, and Spring Daytime	$20.58	$205.80
Summer Daytime	$25.48	$254.80

[13] These rates were based on November 2025 Xcel rates using Xcel's time of day separate meter rates. Xcel rates are subject to change. The battery capacity assumed a standard Ford Lightning with a 98 kWh battery.

Photo 2: CDOT Ford Lightning.

Solution: Establish Demand Management Needs and Best Practices

The Office of Sustainability will create best practices for demand management to include targeted areas for demand management implementation (e.g., Level 3 chargers) and exploration of battery storage systems to curb demand management at charging stations. The Office will partner with utilities and other third parties to finance battery systems, targeting situations where the charging demand is high and cannot be shifted to off-peak hours, facilities need significant electrical infrastructure upgrades, or the battery may be utilized to support electricity resiliency in emergencies (e.g., at a correctional facility). Agencies may also leverage energy performance contracts when upgrading their facilities and pursue battery storage systems as part of the contract. Tying EV chargers, battery storage systems, and solar capacity together creates an island microgrid[14], decreasing reliance on the electrical grid and reducing electricity costs in the long run.

4.4.3: Establish Responsible PHEV Use

Problem: Individuals are not incentivized to charge a PHEV and are unaware of the benefits of charging a PHEV.

Looking specifically at PHEVs, fleet data shows that PHEVs are mostly driven as hybrid vehicles, with the fully electric capacity contributing only a small share of their total miles, signaling that their current charging patterns and use cases are not optimal. Data from four State agencies shows that PHEVs operate on approximately 2% of electrical energy and 98% gasoline, suggesting a primary challenge of inconsistent charging behavior. Many PHEVs are not being plugged in regularly, often due to limited awareness of the benefits, unclear expectations, or lack of convenient charging access.

[14] DOE Microgrid Fact Sheet

Considering the PHEV equivalent of an ICE vehicle is more expensive to purchase, not charging the PHEV negates any potential operational savings from using electricity instead of gas.

Solution: Responsible PHEV Use

To address low electric-mode utilization in PHEVs, the Office proposes two recommendations:

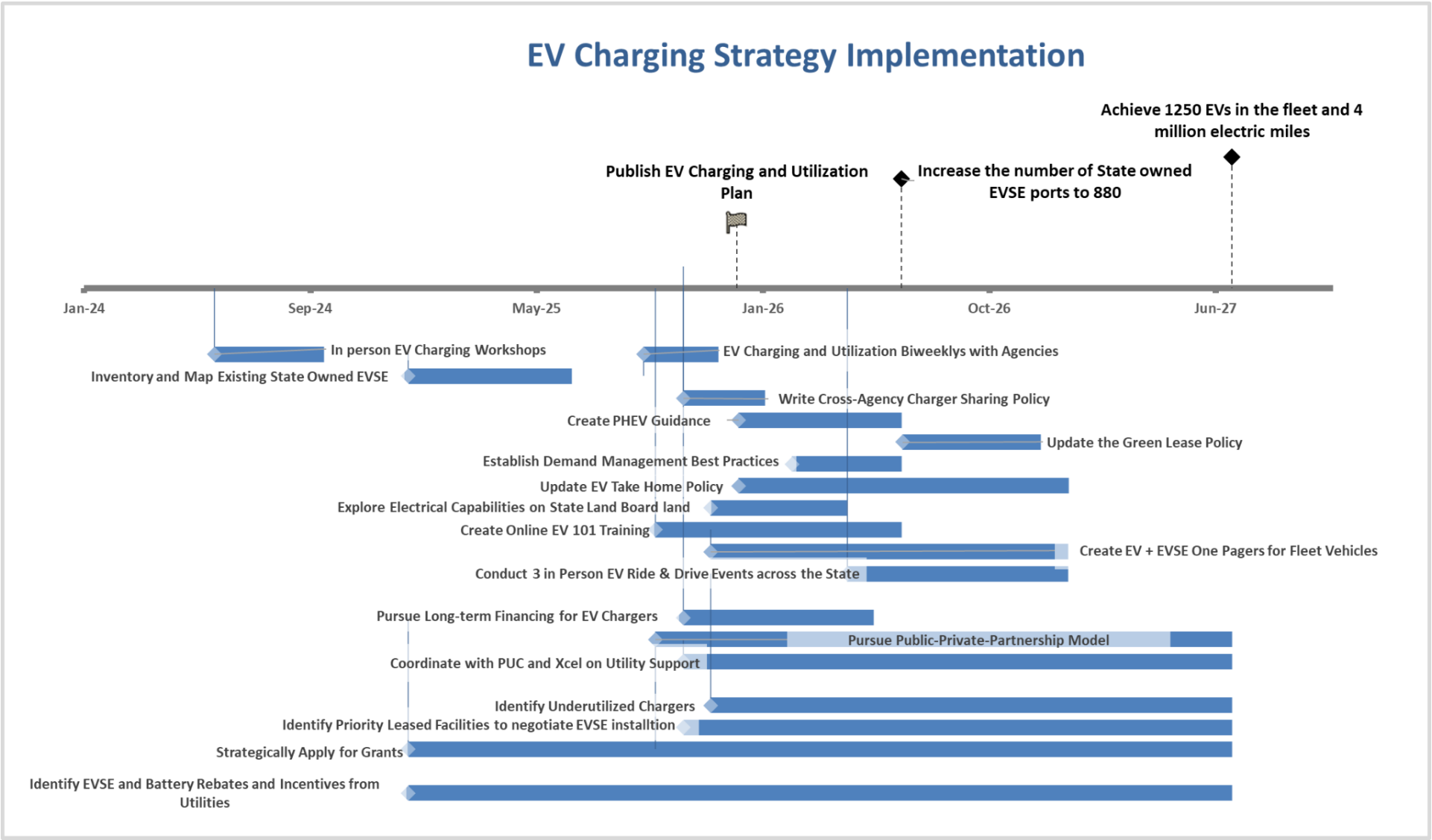
1. Develop clear guidance and training to reinforce regular charging behavior. The Office of Sustainability will create PHEV guidance for fleet managers and agency staff to plug in PHEVs and include the importance of plugging in a PHEV in the online and in-person training. Effective use of PHEVs leads to operational savings over time. Additionally, the Office of Sustainability will work with agencies to identify PHEVs not utilizing their battery and talk to the employees who are assigned the PHEVs to determine barriers.
2. To the extent feasible, align PHEV assignments with appropriate use cases, prioritizing routes and job functions that fall within the vehicle's electric range and near charging infrastructure. This ensures the PHEV is operated as intended and delivers meaningful emissions and fuel savings.

5. Implementation & Next Steps

Section 5.1: Future Evaluation

This plan is intended to support the Wildly Important Goal of securing 1250 electric vehicles in the State fleet by 2027; however, the statewide sustainability goals extend into 2034. The statewide sustainability goal requires 32% GHG emissions in the State Fleet by FY 2034 over the FY 2019 baseline. This information will be revisited in FY 2027 to ensure the FY 2034 sustainability goals are met.

Section 5.2: Implementation Timeline



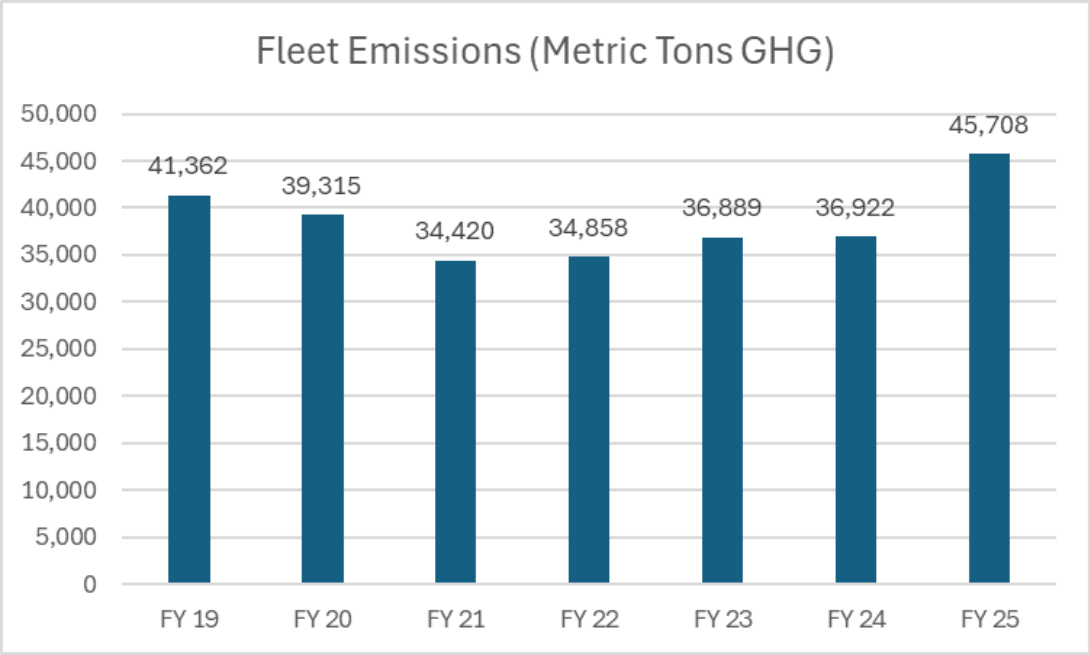
Timeline Milestones with Start and End Dates

Individual Milestones	Start	End
In person EV Charging Workshops	6/1/2024	9/30/2024
Inventory and Map Existing State Owned EVSE	1/1/2025	7/1/2025
EV Charging and Utilization Biweekly with Agencies	9/18/2025	12/10/2025
Conduct 3 in person EV Ride & Drive Events across the State	5/1/2026	12/31/2026
Create Online EV 101 Training	10/1/2025	6/30/2026
Create EV + EVSE One Pagers for Fleet Vehicles	12/1/2025	12/31/2026
Write a Cross-Agency Charger Sharing Policy	11/1/2025	1/30/2026
Pursue Long-term Financing for EV Chargers	11/1/2025	5/30/2026
Strategically Apply for Grants	1/1/2025	6/30/2027
Pursue Public-Private-Partnership Model	10/1/2025	6/30/2027
Coordinate with PUC and Xcel on Utility Support	11/1/2025	6/30/2027
Establish Demand Management Best Practices	3/1/2026	6/30/2026
Identify EVSE and Battery Rebates and Incentives from Utilities	1/1/2025	6/30/2027
Explore Electrical Capabilities on State Land Board land	12/1/2025	5/1/2026
Identify Priority Leased Facilities to Negotiate EVSE Installations	11/1/2025	6/30/2027
Update the Green Lease Policy	7/1/2026	12/1/2026
Create PHEV Guidance	1/1/2026	6/30/2026
Identify Underutilized Chargers	12/1/2025	6/30/2027
Update EV Take Home Policy	1/1/2026	1/1/2027

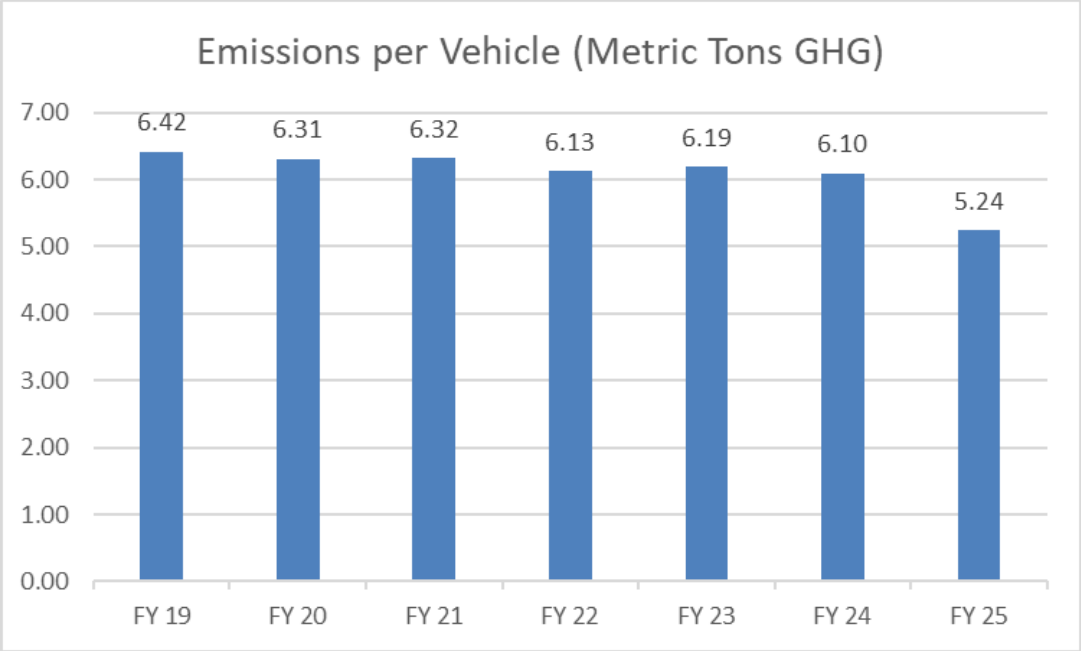
Appendix

Table: FY 24-25 PHEV and BEV Acquisitions (vehicles received in FY 24-25)

Department	PHEV	PHEV % of Total	BEV	BEV % of Total	Total Vehicles
CDPS	0	0%	6	4%	164
CDA	1	14%	1	14%	7
DPA	1	14%	1	14%	7
CDOC	24	40%	12	20%	60
CDE	0	N/A	0	N/A	0
CDPHE	1	17%	2	33%	6
CDHE	2	5%	2	5%	43
CDHS	1	5%	7	37%	19
LAW	2	100%	0	0%	2
DEC	0	N/A	0	N/A	0
DOLA	0	0%	0	0%	2
CDLE	4	80%	1	20%	5
DMVA	0	0%	0	0%	2
DNR	1	1%	26	22%	117
DOR	11	69%	1	6%	16
DORA	0	0%	3	19%	16
SOS	0	N/A	0	N/A	0
CDOT	0	0%	86	91%	94
GOV	0	N/A	0	N/A	0
DPA	0	0%	4	100%	4
JUD	1	10%	0	0%	10



Graph 1: Colorado State Fleet Total Emissions[15]



Graph 2: Emissions per Vehicle of the State Fleet

[15] This data does not account for greenhouse gas emissions per vehicle and reflects the greenhouse gas emissions of the entire fleet. The State Fleet has seen significant growth since FY 2019 and experienced a lull in vehicle miles travelled during the COVID-19 pandemic.