



BPA Ordering Guide

Electric Vehicle Supply Equipment (EVSE) & Ancillary Services

Issued by FAS Office of Travel, Transportation and Logistics



EVSE BPA Points of Contact

Contracting Officer: Charlene Cardenas
charlene.cardenas@gsa.gov
(703) 603-8182

ZEV Program Manager: Stephanie Gresalfi
stephanie.gresalfi@gsa.gov
(202) 617-0688

This Ordering Guide sets forth the procedures for issuing orders against the EVSE BPAs to fill agencies' mission requirements for Electric Vehicle Charging Infrastructure.

Table of Contents

Introduction	2
Resources	3
Who Is This Guide Written For?	3
Roles And Responsibilities	3
Authorized Users	4
Delivery/Task Order Terms and Conditions	4
Contractor Team Arrangements	5
General Ordering Procedures	5
Step 1 - Research and Planning	5
Market Research	5
Identifying the Need - Infrastructure Considerations	5
Estimating the Cost	6
Task Order Duration	7
Step 2 - Define the Requirement and Develop the RFQ	7
Step 3 - Issue the RFQ	8
Step 4 - Evaluate Quotes	8
Step 5 - Award the Delivery/Task Order	9
Step 6 - Administer the Order/Close-out the Order	9
Special Instructions for Ordering by PBS Contractors	9

1 Introduction

The Federal Government is committed to tackling the climate crisis both at home and abroad and a central pillar of that strategy is reducing emissions through electrifying the transportation sector. Automakers have shown dedication as well with most committing to electrify thirty to fifty percent of their lineups by 2030. To encourage leading by example, within one week of assuming office, President Biden signed [Executive Order 14008](#) which promoted using the federal government's buying power and real estate and asset management to develop a Federal Clean Electricity and Vehicle Procurement Strategy to, in part, electrify the federal fleet. Solidifying federal leadership, [Executive Order 14057](#) signed December 2021, requires agencies purchase 100% of all light-duty vehicles as ZEVs by 2027 and 100% of all acquisitions as ZEVs by 2035. In support of federal agencies' electrification effort, the General Services Administration's (GSA) Office of Fleet Management has established multiple-award Blanket Purchase Agreements (BPA) as a centralized Governmentwide acquisition solution for electric vehicle supply equipment (EVSE) and ancillary services.

These BPAs provide access for Federal agencies and other eligible entities, to acquire EVSE and ancillary services at discounted prices, which have met Supply Chain Risk Management and IT privacy and security requirements. In addition, they offer streamlined ordering procedures to support the rapid acquisition and deployment of electric vehicles through providing the supporting infrastructure.

Products and Services offered under these BPAs include:

CLIN 0001	Level 1 EV Charging Stations
CLIN 0002	Level 2 EV Charging Stations
CLIN 0003	DC Fast EV Charging Stations
CLIN 0004	Solar / Off-grid EV Charging Stations
CLIN 0005	Portable EV Charging Stations
CLIN 0006	Site Planning & EVSE Ancillary Services
CLIN 0007	Power Management & Metering
CLIN 0008	Network Plans & Data Packages
CLIN 0009	Operation, Repair & Maintenance Plans
CLIN 0010	Other Charging Types or Non-Conventional Solutions
CLIN 0011	Accessories and Components

Services **not** offered under these BPAs include:

- Installations requiring construction, complex alteration to real property, and/or architect-engineering services as described in FAR Part 36.
- Design/Build solutions that are subject to FAR Part 36 Construction and Architect-Engineer Contracts.
- These types of services should be procured using the GSA's Public Buildings Service (PBS) EVSE Indefinite Delivery Indefinite Quantity (IDIQ) contract. See link to the PBS EVSE IDIQ website in the resources section below.

For facilities under U.S. General Services Administration (GSA) jurisdiction, custody, or control, please see [5605.1 PBS Electric Vehicle Supply Equipment Infrastructure Management](#).

2 Resources

[GSA Electric Vehicle Charging Stations Webpage](#)

Public Buildings Service (PBS) EVSE IDIQs (link coming soon)

List of EVSE Industry Partners

List of Offered EVSE Products and Services

BPA Statement of Work

Sample Ordering Templates

[DOE Guidance in Procurement of Electric Vehicle Supply Equipment](#)

[DOE Plug-In Electric Vehicle Handbook for Fleet Managers](#)

FAR Subpart 51.1 Class Deviation CD-2022-04

3 Who Is This Guide Written For?

This guide describes the ordering process for authorized users, highlighting procedures specific for ordering EVSE and ancillary services under the EVSE BPAs. It is written for warranted Federal ordering contracting officers (OCOs) considering or intending to use these BPAs and GSA's Public Buildings Service (PBS) fixed-price contractors authorized to order in accordance with FAR Subpart 51.1 Class Deviation CD-2022-04.

The Ordering Guide addresses contracting issues and concepts unique to the EVSE BPAs. It does not address general contracting issues or concepts unless necessary for complete understanding. This Ordering Guide presumes the OCO is proficient in his or her duties.

4 Roles And Responsibilities

GSA is responsible for the administration and management of the EVSE BPAs. Among the responsibilities GSA will meet are:

- Monitor and evaluate vendor performance against the BPA requirements
- Review, approve, and incorporate changes to the BPAs
- Have exclusive, non-delegable rights to modify the BPAs
- Provide advice and guidance to ordering/requiring activities regarding EVSE procurement-related matters
- Conduct meetings with BPA holders as necessary

Ordering Activity responsibilities:

- Define delivery/task order requirements
- Prepare Requirements Document/Statement of Work (SOW)/Performance Work Statement (PWS) as applicable for delivery/task order
- Ensure requirements fit within the scope of the BPA
- Give preference to Small Business BPA holders
- Issue Request for Quote (RFQ)
- Funding requirements
- Apply regulatory and statutory requirements applicable to the ordering agency

- Avoid Organizational and Consultant Conflicts of Interest IAW FAR 9.5
- In the RFQ, identify the name, address, telephone number, and email address for the Agency Ombudsman or provide the URL address where this information may be found.

Task-Order and Delivery-Order Ombudsman:

The Ombudsman must review complaints from the BPA holder concerning all task-order and delivery-order actions for this BPA and ensure the BPA holder is afforded a fair opportunity for consideration in the award of orders, consistent with the procedures in the BPA.

The EVSE BPAs are used by multiple agencies. Complaints from BPA holders concerning orders placed under these BPAs are primarily reviewed by the task-order and delivery-order Ombudsman for the ordering activity.

Before consulting with the task-order and delivery-order Ombudsman for the ordering activity, the BPA holder is encouraged to first address complaints with the ordering activity's Contracting Officer for resolution. When requested by the BPA holder, the task-order and delivery-order Ombudsman for the ordering activity may keep the identity of the concerned party or entity confidential, unless prohibited by law or agency procedure.

Consulting an ombudsman does not alter or postpone the timeline for any other process (e.g., protests).

5 Authorized Users

Consistent with applicable authorities, entities eligible to access GSA Schedules will be authorized to use the established EVSE BPAs. For more information please see [Eligibility Determinations](#). For Eligibility requests or questions, email gsaeligibilitydetermination@gsa.gov

The EVSE BPAs are also open to all GSA’s Public Buildings Service (PBS) fixed-price contractors authorized to order in accordance with FAR Subpart 51.1 Class Deviation CD-2022-04.

6 Delivery/Task Order Terms and Conditions

Ordering activities may add non-conflicting terms and conditions to individual orders, to include specific agency terms and conditions. In the event of any conflict between the BPA and the delivery/task order, the terms and conditions of the contractor’s BPA shall prevail over the delivery/task order.

Unless otherwise noted, all clauses flow down from the BPA Holder’s Multiple Award Schedule (MAS) contract to the BPA and orders placed against the BPA. The following additional clause was incorporated into the BPAs.

Cite	Title	Date
FAR 52.203-12	Limitation on Payments to Influence Certain Federal Transactions	JUN 2020

Ordering activities may incorporate additional clauses at the order level as necessary. The clause at FAR

52.217-8, Option to Extend Services, must be included at the order-level in order for the ordering activity to have the capability to extend services up to six months.

7 Contractor Team Arrangements

When placing an order which includes a contractor team arrangement (CTA), each contractor has privity of contract with the buying agency. When an order is awarded with a CTA, small business achievement in contractual terms is based upon the dollar amount of the work the small business contractors perform under the order. The Federal Procurement Data System (FPDS) currently will only accept information relating to one contractor per order. Therefore, the buying agency should request that the BPA holder identify which CTA member is realizing the preponderance of the revenue for an order.

8 General Ordering Procedures

8.1 Step 1 – Research and Planning

Orders against BPAs are not exempt from Acquisition Planning as prescribed in [FAR Part 7](#). The following sections are intended to provide guidance as you plan your EVSE acquisition.

8.1.1 Market Research

Conduct market research for your requirement in accordance with regulation as you would do with any procurement. As part of sound market research, the [EVSE BPA terms and conditions, BPA holders, products, services and pricing](#) should be reviewed. The Department of Energy's webpage for [Charging Infrastructure Procurement and Installation](#) includes helpful information for additional research.

Energy Star Certification

EV Chargers that have earned the ENERGY STAR on average use 40% less energy than a standard EV Charger when the charger is in standby mode (i.e., not actively charging a vehicle). EV Chargers are typically in a standby mode for about 85% of the lifetime of the product. All major manufacturers offer ENERGY STAR certified products. Products that earn the ENERGY STAR are independently certified based on testing in EPA-recognized laboratories to deliver the energy savings promised by the label, without sacrificing performance.

[FAR 23.203](#) requires agencies to purchase ENERGY STAR-qualified or Federal Energy Management Program (FEMP)-designated products when procuring energy-consuming products. The requirement applies to products and equipment purchased through any agency procurement action, and exceptions are allowed only if the head of an agency finds in writing that a qualified product is not cost-effective over the life of the product or is not reasonably available meeting the agency's functional requirements.

As part of your market research, you should use this EVSE [ENERGY STAR Product Finder](#) to help you develop a list of certified products for your specific needs.

8.1.2 Identifying the Need - Infrastructure Considerations

The first step in identifying charging infrastructure needs is to identify how many potential electric vehicles will be charging at the particular site. It is important to consider current and future needs and

to understand the expected charging needs based on travel patterns, ownership (GOV or POV), amount of time it may take to charge the vehicle battery, and the number and type of vehicles expected to be served at each location. This type of information can help better determine the number and type of charging infrastructure required for your project.

Common EVSE Specifications Include:

- Availability
- Networked or stand alone
- Exterior dimensions
- Panel and electrical system upgrades
- Level (1, 2, DC Fast)
- Amp rating
- Number of units
- Breaker size
- Wall-mounted or pedestal-mounted
- Input current
- Enclosure rating
- Input phase
- Operational sequence
- Input voltage
- Network service/software capabilities
- Maximum energy Output (kW)
- Standards and certifications
- Output phase
- Temperature rating
- Output voltage
- Cable length
- Site upgrades (lighting, landscaping etc.)
- Connector type
- Permits
- Cable management
- Restoration of site
- Energy Star Certification
- Signage and markings (units/parking spaces)
- Government Fleet Card Acceptance

8.1.3 Estimating the Cost

The costs associated with charging infrastructure can vary widely, depending on the level of the station, unit features, site location, available electrical capacity, and labor costs.

The table below identifies costs that may be associated with owning and operating EVSE.

EVSE Hardware	<ul style="list-style-type: none"> • EVSE unit • Optional EVSE equipment (e.g., RFID card reader) • Cord management • Battery storage
Installation	<ul style="list-style-type: none"> • Labor and materials for <ul style="list-style-type: none"> ○ connecting EVSE(s) to the electrical service (e.g., panel work, trenching/boring, and repaving parking) ○ new electrical service or upgrades (e.g., transformers) ○ meeting Americans with Disabilities Act (ADA) ○ design work ○ traffic protection ○ signage ○ lighting • Permitting and inspection(s) • Engineering review and drawings
Additional capital	<ul style="list-style-type: none"> • Hardware extended warranty

expenditures	<ul style="list-style-type: none"> ● Repair labor warranty ● Land/parking space purchase or lease
Operation and maintenance	<ul style="list-style-type: none"> ● Electricity consumption and demand charges ● EVSE network subscription to enable access control, demand management and payment collection ● Management time ● Billing transaction costs ● Preventative and corrective maintenance on EVSE unit ● Repairs (scheduled and unscheduled) ● Modem and other technology upgrades

The total estimated life cycle value of a procurement including options should be considered when developing the acquisition strategy. Orders must not be split to avoid threshold limitations. The basic order and any modifications must stay within the order’s scope.

8.1.4 Task Order Duration

The period of performance for each task order awarded under an EVSE BPA must be specified in the task order. Task orders must be solicited and awarded prior to expiration of the BPA Ordering Period, and task orders may extend up to five years after the EVSE BPA Ordering Period expires. Task order option periods may be exercised after the EVSE BPA Ordering Period expires as long as the final task order option period does not extend the cumulative term of the task order beyond five years after the expiration of the EVSE BPA Ordering Period. After the EVSE BPA Ordering Period expires, the EVSE BPAs will remain active for administration only. The EVSE BPAs will govern the terms and conditions of active task orders to the same extent as if they were completed during the EVSE BPA Ordering Period.

8.2 Step 2 - Define the Requirement and Develop the RFQ

This is a multiple award BPA established competitively against GSA’s Multiple Award Schedules (MAS). It is the responsibility of the ordering activities to comply with the ordering procedures for [FAR 8.405-3\(c\)\(2\)](#). Ordering activities:

- Should clearly define the agency’s requirements. If a Statement of Work (SOW) is required, develop the SOW in accordance with [FAR 8.405-2](#). The SOW must include a description of the work to be performed, location of work, period of performance, deliverable schedule, applicable performance standards, and any special requirements (e.g., security clearances, travel, etc.).
- Ensure the requirements fit within the scope of the BPA.
- Should compete orders under the EVSE BPAs to the maximum extent practicable (See paragraph 8.3 below).
- Should set aside orders for small business when the conditions in [FAR 19.502-2](#) are met.
- May set aside orders at any dollar threshold for any of the small business concerns identified in [FAR 19.000\(a\)\(3\)](#).
- Should seek additional discounts to those established in the BPAs.
- Solicitations may be oral or written and should establish a reasonable deadline for responses.
- Ordering activities have broad discretion in fashioning suitable evaluation procedures.
- Must include a preference under a socio-economic factor to be rated as follows:

- A High preference will be to award to Small Disadvantaged Business prime vendors.
- A Medium preference will be to award to other socio-economic businesses and small businesses.
- Any “other than small business” will receive a Low preference.
- If using price and other factors, evaluation procedures should be efficient and minimally burdensome.

Sample RFQs can be found on gsa.gov/evse.

8.3 Step 3 – Issue the RFQ

Regardless of the dollar value, when placing orders against the EVSE BPAs, ordering activities **must first consider small business**. If no small business can meet the need, the OCO may then award it to a large business BPA holder.

Orders at or below the micro-purchase threshold

- Orders may be placed with any BPA holder offering the required supplies and services that can meet the agency needs. The ordering activity should attempt to distribute any such orders among the BPA holders.

Orders exceeding the micro-purchase threshold but not exceeding the simplified acquisition threshold

- Each BPA holder offering the required supplies and services must be provided a fair opportunity to be considered unless one of the exceptions at [8.405-6\(a\)\(1\)\(i\)](#) applies.
- If information is available to ensure that each BPA holder is provided a fair opportunity to be considered, the OCO is not required to contact each BPA holder.
- The OCO must document the circumstances when restricting consideration to less than all multiple-award BPA holders offering the required supplies and services.

Orders exceeding the simplified acquisition threshold

Unless one of the exceptions at [8.405-6\(a\)\(1\)\(i\)](#) applies, the OCO must:

- Provide an RFQ to all BPA holders offering the required supplies or services, to include a description of the supplies to be delivered or the services to be performed and the basis upon which the selection will be made.
- Afford all BPA holders responding to the RFQ an opportunity to submit a quote; and
- Fairly consider all responses received and make an award in accordance with the selection procedures.
- The OCO must document the circumstances when restricting consideration to less than all multiple-award BPA holders offering the required supplies and services.

NOTE: RFQs are not required to be sent to BPA holders that do not offer the CLINs being sought by the ordering activity.

8.4 Step 4 - Evaluate Quotes

When placing orders against the EVSE BPAs, ordering activities must evaluate all responses received based on the methodology stated in the RFQ to maintain fairness in the ordering process and mitigate protest risk. After evaluation of all responses, OCOs **must give award preference to offers with**

designated Small Business status. If no small business can meet the need, the OCO may then award the order to a large business BPA holder and document the award decision accordingly.

The OCO must document evidence of compliance with the procedures in paragraphs 8.3 and 8.4 in the basis for the award decision.

NOTE: Offered products/services must be available on the BPA. If quotations are received from BPA holders that do not have the quoted products/services under their BPA, those products/services should be rejected.

8.5 Step 5 - Award the Delivery/Task Order

Document your order award in accordance with regulation and local policy. At a minimum, all orders shall include the following information:

- a. Complete shipping and billing addresses
- b. Agency Delivery/Task Order Number
- c. BPA number
- d. Discount terms (if applicable)
- e. Period of performance or delivery date
- f. SOW (if required)
- g. Number of units (if applicable)
- h. Unit price (if applicable)
- i. Total price of order

Order actions must be reported in FPDS within three days after execution of the action.

Email notification of the award must also be submitted to GSA at gsafleetfvteam@gsa.gov within five days after execution of the action. The email notification must consist of a copy of the order award, including the SOW if applicable, a brief description and total price of the order. Modifications for additional work or scope increases should also be sent to GSA in the same manner.

8.6 Step 6 – Administer the Order/Close-out the Order

The ordering activity is responsible for administering the resulting order. This includes ensuring that the contractor's performance on each order is reported in CPARS in accordance with the policies in FAR Subpart [42.15](#). If any CPARS are rated less than Satisfactory, please send the CPARS to GSA at gsafleetfvteam@gsa.gov.

Delivery/task order files should be closed out in accordance with FAR Subpart [4.804-1](#) or, if the order is administered by another office, [4.804-2](#). The procedures prescribed in FAR Subpart [4.804-5](#) should be used except when it is appropriate to use the quick closeout procedures in FAR Subpart [42.708](#).

9 Special Instructions for Ordering by PBS Contractors

When PBS contractors are authorized under the FAR Subpart 51.1 Class Deviation CD-2022-04 to place EVSE BPA orders, each order must include the following:

- A copy of the authorization issued by the PBS CO to use the BPA; and
- The following statement: This order is placed under written authorization from *[insert name of contracting officer]* dated *[insert date]*, under the GSA Governmentwide IDIQ contracts for General Construction with Design/Build Capabilities to Support Electric Vehicle Supply Equipment Installation.

Additionally, PBS contractors authorized to place orders under the EVSE BPAs must:

- Only place orders for the supplies and/or ancillary services within the scope of the BPA; and
- Follow the ordering procedures outlined in this ordering guide.
- Email a copy of the authorization issued by the PBS CO to gsafleetfvteam@gsa.gov.