First Regular Session Seventy-third General Assembly STATE OF COLORADO

INTRODUCED

LLS NO. 21-0322.01 Pierce Lively x2059

HOUSE BILL 21-1303

HOUSE SPONSORSHIP

Bernett and McLachlan.

SENATE SPONSORSHIP

Hansen,

House Committees

Senate Committees

Energy & Environment

A BILL FOR AN ACT

101 CONCERNING MEASURES TO LIMIT THE GLOBAL WARMING POTENTIAL 102 FOR CERTAIN MATERIALS USED IN PUBLIC PROJECTS.

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at http://leg.colorado.gov.)

The department of personnel and the department of transportation are each required to establish policies regarding the global warming potential for specific categories of eligible materials used to construct certain public projects.

The department of personnel is required to establish a maximum acceptable global warming potential for each category of eligible material

used in certain public projects under its purview. The bill specifies which building materials are eligible materials. The department of personnel is required to set the maximum acceptable global warming potential at the industry average of global warming potential emissions for that material and to express it as a number that states the maximum acceptable global warming potential for each category of eligible material.

Specifications for solicitations for a public project requested by the department of personnel are required to include that the global warming potential for any eligible material that will be used in the project shall not exceed the maximum acceptable global warming potential for that material determined by the department.

The department of transportation is required to develop policies to determine, track, and record greenhouse gas emissions for each category of eligible materials used in certain public projects under its purview in a manner consistent with criteria in an environmental product declaration.

The department of personnel and the department of transportation are both are required to strive to achieve continuous reduction in greenhouse gas emissions in construction materials over time for the projects under their purview.

For solicitations for certain public projects under the purview of the department of personnel or the department of transportation issued after certain dates, the contractor that is awarded the contract is required to submit a current environmental product declaration for each eligible material proposed to be used in the public project.

A contractor that is awarded a contract for a public project is prohibited from installing any eligible material on the project until the contractor submits an environmental product declaration for that material.

The department of personnel and the department of transportation are required to annually report to the general assembly regarding the implementation of the bill.

Be it enacted by the General Assembly of the State of Colorado:

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2 **SECTION 1. Legislative declaration.** (1) The general assembly hereby finds and declares that:

- (a) Climate change will have devastating global impacts;
- (b) All scientific evidence points to the need for Colorado and the world to reduce greenhouse gas emissions to avert the worst effects of climate change. Climate change impacts are already apparent in Colorado, where scientists have determined that annual temperature increases and

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a long-term drought are consequences of human-induced climate change.

- (c) The general assembly has committed to reduce greenhouse gases through numerous statutes requiring regulatory and other action by public agencies. Those regulations and actions do not currently encourage public dollars for infrastructure projects to be spent in a way that is consistent with the state's goals to reduce greenhouse gas emissions.
- (d) Several executive orders in Colorado have highlighted the importance of reducing greenhouse gas emissions in the state, supporting the state's clean energy transition, maintaining progress on clean vehicles, and supporting a transition to zero emission vehicles;
- (e) Great quantities of emissions are released during the manufacture and transport of products used in public construction projects;
- (f) Colorado, through its extensive purchasing power, can improve environmental outcomes and accelerate necessary greenhouse gas reductions to protect public health, the environment, and conserve a livable climate by incorporating emissions information from throughout the supply chain and product life cycle into procurement decisions, and using that information to help direct expenditure; and
- (g) Incorporating emissions information will acknowledge those companies that have invested in emissions reduction technologies and practices and will encourage other companies to take action to reduce emissions to become more competitive in the Colorado bidding process.
- (2) The general assembly further finds and declares that there is great potential for Colorado to reduce greenhouse gas emissions in public construction projects without imposing an additional cost on those projects.

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1	SECTION 2. In Colorado Revised Statutes, add 24-92-116 and
2	24-92-117 as follows:
3	24-92-116. Maximum global warming potential for materials
4	used in eligible projects - buildings - projects that are not roads,
5	highways, or bridges - environmental product declaration - short title
6	- report - definitions. (1) The short title of this section and
7	SECTION 24-92-117 IS THE "BUY CLEAN COLORADO ACT".
8	(2) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE
9	REQUIRES:
10	(a) "DEPARTMENT" MEANS THE DEPARTMENT OF PERSONNEL.
11	(b) "Eligible material" means materials used in the
12	CONSTRUCTION OF A PUBLIC PROJECT, INCLUDING:
13	(I) ASPHALT;
14	(II) CEMENT;
15	(III) CONCRETE;
16	(IV) GLASS;
17	(V) POST-TENSION STEEL;
18	(VI) REINFORCING STEEL;
19	(VII) STRUCTURAL STEEL; AND
20	(VIII) WOOD STRUCTURAL ELEMENTS.
21	(c) "ELIGIBLE PROJECT" MEANS A PUBLIC PROJECT AS DEFINED IN
22	SECTION 24-92-102, FOR WHICH AN AGENCY OF GOVERNMENT ISSUES A
23	SOLICITATION ON OR AFTER JANUARY 1, 2024; EXCEPT THAT "ELIGIBLE
24	PROJECT" DOES NOT INCLUDE ANY MAINTENANCE PROGRAM FOR THE
25	UPKEEP OF A PUBLIC PROJECT OR ANY ROAD, HIGHWAY, OR BRIDGE
26	PROJECT.
27	(d) "Greenhouse gas" has the same meaning as set forth in

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1	SECTION 25-7-140 (b).
2	(e) "OFFICE OF THE STATE ARCHITECT" MEANS THE OFFICE OF THE
3	STATE ARCHITECT IN THE DEPARTMENT OF PERSONNEL.
4	(3) (a) By January 1, 2024, the office of the state architect
5	SHALL ESTABLISH BY POLICY A MAXIMUM ACCEPTABLE GLOBAL WARMING
6	POTENTIAL FOR EACH CATEGORY OF ELIGIBLE MATERIALS USED IN AN
7	ELIGIBLE PROJECT IN ACCORDANCE WITH THE FOLLOWING REQUIREMENTS:
8	(I) THE DEPARTMENT SHALL BASE THE MAXIMUM ACCEPTABLE
9	GLOBAL WARMING POTENTIAL ON THE INDUSTRY AVERAGE OF GLOBAL
10	WARMING POTENTIAL EMISSIONS FOR THAT MATERIAL. THE OFFICE OF THE
11	STATE ARCHITECT SHALL DETERMINE THE INDUSTRY AVERAGE BY
12	CONSULTING NATIONALLY OR INTERNATIONALLY RECOGNIZED DATABASES
13	OF ENVIRONMENTAL PRODUCT DECLARATIONS AND MAY INCLUDE
14	TRANSPORTATION-RELATED EMISSIONS AS PART OF THE GLOBAL WARMING
15	POTENTIAL EMISSIONS.
16	(II) THE DEPARTMENT SHALL EXPRESS THE MAXIMUM ACCEPTABLE
17	GLOBAL WARMING POTENTIAL AS A NUMBER THAT STATES THE MAXIMUM
18	ACCEPTABLE GLOBAL WARMING POTENTIAL FOR EACH CATEGORY OF
19	ELIGIBLE MATERIALS. THE GLOBAL WARMING POTENTIAL SHALL BE
20	PROVIDED IN A MANNER THAT IS CONSISTENT WITH CRITERIA IN AN
21	ENVIRONMENTAL PRODUCT DECLARATION. THE OFFICE OF THE STATE
22	ARCHITECT MAY ESTABLISH ADDITIONAL SUBCATEGORIES WITHIN EACH
23	ELIGIBLE MATERIAL WITH DISTINCT MAXIMUM GLOBAL WARMING
24	POTENTIAL LIMITS. THE POLICY MAY PERMIT MAXIMUM ACCEPTABLE
25	GLOBAL WARMING POTENTIAL FOR EACH MATERIAL CATEGORY IN THE
26	AGGREGATE.
27	(b) IN ESTABLISHING A MAXIMUM ACCEPTABLE GLOBAL WARMING

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1	POTENTIAL FOR EACH CATEGORY OF ELIGIBLE MATERIALS USED IN AN
2	ELIGIBLE PROJECT, THE OFFICE OF THE STATE ARCHITECT MAY CONSULT
3	WITH ANY OTHER RELEVANT DEPARTMENT OR DIVISION OF STATE
4	GOVERNMENT.
5	(c) By January 1, 2026, and every four years thereafter.
6	THE DEPARTMENT SHALL REVIEW THE MAXIMUM ACCEPTABLE GLOBAL
7	WARMING POTENTIAL FOR EACH CATEGORY OF ELIGIBLE MATERIALS AND
8	MAY ADJUST THE NUMBER FOR ANY ELIGIBLE MATERIAL TO REFLECT
9	INDUSTRY CONDITIONS. THE DEPARTMENT SHALL NOT ADJUST THE
10	NUMBER UPWARD FOR ANY ELIGIBLE MATERIAL.
11	(4) (a) (I) FOR ANY SOLICITATION FOR A CONTRACT FOR THE
12	DESIGN OF AN ELIGIBLE PROJECT, AN AGENCY OF GOVERNMENT SHALL
13	REQUIRE THE DESIGNER WHO IS AWARDED THE CONTRACT TO INCLUDE, IN
14	PROJECT SPECIFICATIONS WHEN FINAL CONSTRUCTION DOCUMENTS ARE
15	RELEASED, A CURRENT ENVIRONMENTAL PRODUCT DECLARATION, TYPE
16	III, AS DEFINED BY THE INTERNATIONAL ORGANIZATION FOR
17	STANDARDIZATION STANDARD 14025:2006, OR SIMILARLY ROBUST LIFE
18	CYCLE ASSESSMENT METHODS THAT HAVE UNIFORM STANDARDS IN DATA
19	COLLECTION, AS SET BY POLICY BY THE OFFICE OF THE STATE ARCHITECT
20	FOR EACH ELIGIBLE MATERIAL PROPOSED TO BE USED IN THE ELIGIBLE
21	PROJECT THAT MEET THE MAXIMUM ACCEPTABLE GLOBAL WARMING
22	POTENTIAL FOR EACH CATEGORY OF ELIGIBLE MATERIALS.
23	(II) IF A PRODUCT THAT MEETS THE MAXIMUM GLOBAL WARMING
24	POTENTIAL FOR A CATEGORY OF ELIGIBLE MATERIALS IS NOT PRICED OR IS
25	NOT AVAILABLE ON A REASONABLE BASIS AT THE TIME OF DESIGN OR
26	CONSTRUCTION, THE OFFICE OF THE STATE ARCHITECT MAY WAIVE THE
27	REQUIREMENTS OF THIS SECTION FOR THAT PRODUCT.

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(b) For any solicitation for a contract for an eligible project, an agency of government shall specify the eligible materials that will be used in the project and reasonable minimum usage thresholds below which the requirements of this section shall not apply. An agency of government may include in a specification for solicitations for an eligible project a global warming potential for any eligible material that is lower than the maximum acceptable global warming potential for that material as determined pursuant to subsection (3) of this section.

- ELIGIBLE PROJECT SHALL NOT INSTALL ANY ELIGIBLE MATERIALS ON THE PROJECT UNTIL THE CONTRACTOR SUBMITS AN ENVIRONMENTAL PRODUCT DECLARATION FOR THAT MATERIAL PURSUANT TO SUBSECTION (4)(a) OF THIS SECTION. THE ENVIRONMENTAL PRODUCT DECLARATION SHALL BE DEEMED APPROVED IF IT COMPLIES WITH THE ORIGINAL SPECIFICATION. IF AN ENVIRONMENTAL PRODUCT DECLARATION IS NOT AVAILABLE FOR AN ELIGIBLE MATERIAL, THE CONTRACTOR SHALL NOTIFY THE AGENCY OF GOVERNMENT AND INSTALL THE ELIGIBLE MATERIAL AS ORIGINALLY SPECIFIED. IF A PRODUCT MEETING THE MAXIMUM GLOBAL WARMING POTENTIAL FOR A CATEGORY OF ELIGIBLE MATERIALS IS NOT PRICED OR IS NOT AVAILABLE TO THE CONTRACTOR ON A REASONABLE BASIS, THE AGENCY OF GOVERNMENT MAY WAIVE THE REQUIREMENTS OF THIS SECTION FOR THAT PRODUCT. THE AGENCY OF GOVERNMENT SHALL REPORT WAIVERS TO THE OFFICE OF THE STATE ARCHITECT.
- (5) IN ADMINISTERING THIS SECTION, AN AGENCY OF GOVERNMENT SHALL STRIVE TO ACHIEVE A CONTINUOUS REDUCTION OF GREENHOUSE

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2	ACHIEVED UNDER THIS SECTION SHALL BE CREDITED UNDER THE PROCESS
3	CREATED IN SECTION 25-7-105 (1)(e).
4	(6) Beginning in 2026, and in each year thereafter, the
5	OFFICE OF THE STATE ARCHITECT SHALL PREPARE A REPORT FOR THE
6	GENERAL ASSEMBLY THAT INCLUDES THE FOLLOWING INFORMATION:
7	(a) For the report prepared in 2026 only, a description of
8	THE METHOD THAT THE OFFICE OF THE STATE ARCHITECT USED TO
9	DEVELOP THE MAXIMUM GLOBAL WARMING POTENTIAL FOR EACH
10	CATEGORY OF ELIGIBLE MATERIALS;
11	(b) What the office of the state architect has learned
12	ABOUT HOW TO IDENTIFY AND QUANTIFY EMBODIED CARBON IN BUILDING
13	MATERIALS, INCLUDING LIFE CYCLE COSTS; AND
14	(c) ANY OBSTACLES THE OFFICE OF THE STATE ARCHITECT AS WELL
15	AS BIDDING CONTRACTORS HAVE ENCOUNTERED IN IDENTIFYING AND
16	QUANTIFYING EMBODIED CARBON IN BUILDING MATERIALS.
17	24-92-117. Maximum global warming potential for materials
18	used in public projects - road - highway - bridge projects -
19	environmental product declaration - short title - report - definitions.
20	(1) The short title of this section and section 24-92-116 is the
21	"BUY CLEAN COLORADO ACT".
22	(2) As used in this section, unless the context otherwise
23	REQUIRES:
24	(a) "Department" means the department of
25	TRANSPORTATION.
26	(b) "Eligible material" means materials used in the
27	CONSTRUCTION OF A PUBLIC PROJECT, INCLUDING, BUT NOT LIMITED TO:

GAS EMISSIONS OVER TIME. REDUCTION OF GREENHOUSE GAS EMISSIONS

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1	(I) ASPHALT AND ASPHALT MIXTURES;
2	(II) CEMENT;
3	(III) CONCRETE; AND
4	(IV) STEEL.
5	(c) "Greenhouse gas" has the same meaning as set forth in
6	SECTION 25-7-140 (6).
7	(d) "PUBLIC PROJECT" MEANS ALL PUBLICLY BID CONSTRUCTION
8	PROJECTS, PROJECTS FROM WITHIN THE ASSET MANAGEMENT, OR OTHER
9	PROJECTS AS DETERMINED BY THE DEPARTMENT.
10	(3) (a) By January $1,2025$, the department shall establish
11	A POLICY TO DETERMINE AND RECORD GREENHOUSE GAS EMISSIONS FROM
12	ELIGIBLE MATERIALS USED IN A PUBLIC PROJECT WITH THE GOAL OF
13	REDUCING GREENHOUSE GAS EMISSIONS IN ACCORDANCE WITH THE
14	FOLLOWING REQUIREMENTS:
15	(I) THE DEPARTMENT SHALL USE THE NATIONALLY OR
16	INTERNATIONALLY RECOGNIZED DATABASES OF ENVIRONMENTAL
17	PRODUCT DECLARATIONS AND MAY INCLUDE TRANSPORTATION-RELATED
18	EMISSIONS AS PART OF THE GLOBAL WARMING POTENTIAL EMISSIONS; AND
19	(II) THE DEPARTMENT SHALL DEVELOP A TRACKING AND
20	REPORTING PROCESS IN A MANNER THAT IS CONSISTENT WITH CRITERIA IN
21	AN ENVIRONMENTAL PRODUCT DECLARATION. THE DEPARTMENT MAY
22	ESTABLISH ADDITIONAL SUBCATEGORIES WITHIN EACH ELIGIBLE MATERIAL
23	WITH DISTINCT MAXIMUM GLOBAL WARMING POTENTIAL LIMITS.
24	(b) IN ESTABLISHING THE POLICY PURSUANT TO THIS SECTION, THE
25	DEPARTMENT MAY CONSULT WITH ANY OTHER RELEVANT DEPARTMENT OR
26	DIVISION OF STATE GOVERNMENT.
27	(c) By January 1, 2027, and every four years thereafter,

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THE DEPARTMENT OF TRANSPORTATION SHALL REVIEW THE POLICY CREATED PURSUANT TO THIS SECTION AND MAY ADJUST THE POLICY TO REFLECT INDUSTRY CONDITIONS. THE DEPARTMENT SHALL NOT ADJUST THE POLICY FOR ANY ELIGIBLE MATERIAL TO BE LESS STRINGENT.

- (4) (a) For invitation for bids for contracts for public projects issued on or after July 1, 2022, the department shall require the contractor who is awarded the contract to submit a current environmental product declaration, type III, as defined by the international organization for standardization standard 14025:2006, or similarly robust life cycle assessment methods that have uniform standards in data collection, for each eligible material proposed to be used in the public project.
- (b) For invitation for bids for contracts for public projects issued on or after July 1, 2025, the department shall require the contractor who is awarded the contract to submit a current environmental product declaration, type III, as defined by the international organization for standardization standard 14025:2006, or similarly robust life cycle assessment methods that have uniform standards in data collection, as set by policy by the department for each eligible material proposed to be used in the public project.
- (c) FOR INVITATION FOR BIDS FOR CONTRACTS FOR PUBLICLY BID PUBLIC PROJECTS ISSUED ON OR AFTER JULY 1, 2025, THE DEPARTMENT OF TRANSPORTATION SHALL SPECIFY THE ELIGIBLE MATERIALS THAT WILL BE USED IN THE PROJECT BASED ON THE POLICY AND REASONABLE MINIMUM USAGE THRESHOLDS BELOW WHICH THE REQUIREMENTS OF THIS SECTION SHALL NOT APPLY.

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1	(a) A CONTRACTOR THAT IS AWARDED A CONTRACT FOR A PUBLIC
2	PROJECT SHALL NOT INSTALL ANY ELIGIBLE MATERIALS ON THE PROJECT
3	UNTIL THE CONTRACTOR SUBMITS AN ENVIRONMENTAL PRODUCT
4	DECLARATION FOR THAT MATERIAL PURSUANT TO SUBSECTION (4)(a) OF
5	THIS SECTION. THE ENVIRONMENTAL PRODUCT DECLARATION SHALL BE
6	DEEMED APPROVED IF IT COMPLIES WITH THE POLICY ESTABLISHED BY THE
7	DEPARTMENT PURSUANT TO THIS SECTION. IF AN ENVIRONMENTAL
8	PRODUCT DECLARATION IS NOT AVAILABLE FOR AN ELIGIBLE MATERIAL,
9	THE CONTRACTOR SHALL NOTIFY THE DEPARTMENT AND INSTALL THE
10	ELIGIBLE MATERIAL AS ORIGINALLY SPECIFIED. IF A PRODUCT MEETING THE
11	POLICY REQUIREMENTS FOR A CATEGORY OF ELIGIBLE MATERIALS IS NOT
12	PRICED OR IS NOT AVAILABLE TO THE CONTRACTOR ON A REASONABLE
13	BASIS, THE DEPARTMENT MAY WAIVE THE REQUIREMENTS OF THIS SECTION
14	FOR THAT PRODUCT.
15	(5) In administering this section, the department shall
16	STRIVE TO ACHIEVE A CONTINUOUS REDUCTION OF GREENHOUSE GAS
17	EMISSIONS OVER TIME. REDUCTION OF GREENHOUSE GAS EMISSIONS
18	ACHIEVED UNDER THIS SECTION SHALL BE CREDITED UNDER THE PROCESS
19	CREATED IN SECTION 25-7-105 (1)(e).
20	(6) Beginning in 2026, the department shall annually
21	PRESENT THE FOLLOWING INFORMATION TO THE TRANSPORTATION
22	LEGISLATION REVIEW COMMITTEE, OR ANY SUCCESSOR COMMITTEE:
23	(a) For the presentation in $2026\mathrm{only}$, a description of the
24	METHOD THAT THE DEPARTMENT USED TO DEVELOP THE POLICY
25	REQUIREMENTS FOR EACH CATEGORY OF ELIGIBLE MATERIALS;
26	(b) What the department has learned about how to
27	IDENTIFY AND QUANTIFY EMBODIED CARBON IN BUILDING MATERIALS,

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1	INCLUDING LIFE	CYCLE	COSTS;	AND
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2	(c) Any obstacles the department as well as bidding
3	CONTRACTORS HAVE ENCOUNTERED IN IDENTIFYING AND QUANTIFYING
4	EMBODIED CARBON IN BUILDING MATERIALS.

SECTION 3. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly; except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act within such period, then the act, item, section, or part will not take effect unless approved by the people at the general election to be held in November 2022 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

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