First Regular Session Seventy-third General Assembly STATE OF COLORADO

ENGROSSED

This Version Includes All Amendments Adopted on Second Reading in the House of Introduction

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 Appropriations

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A BILL FOR AN ACT CONCERNING MEASURES TO LIMIT THE GLOBAL WARMING POTENTIAL FOR CERTAIN MATERIALS USED IN PUBLIC PROJECTS, AND, IN

103 CONNECTION THEREWITH, MAKING AN APPROPRIATION.

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:

SECTION 1. Legislative declaration. (1) The general assembly

hereby finds and declares that:

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- (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,

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where scientists have determined that annual temperature increases and 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;
- (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; and
- (h) For measuring greenhouse gas emissions, the properties of cement, concrete mixtures, asphalt, and asphalt mixtures must not be

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1	double counted.
2	(2) The general assembly further finds and declares that there is
3	great potential for Colorado to reduce greenhouse gas emissions in public
4	construction projects without imposing an additional cost on those
5	projects.
6	SECTION 2. In Colorado Revised Statutes, add 24-92-116 and
7	24-92-117 as follows:
8	24-92-116. Maximum global warming potential for materials
9	used in eligible projects - buildings - projects that are not roads,
10	highways, or bridges - environmental product declaration - short title
11	- report - definitions. (1) The short title of this section and
12	SECTION 24-92-117 IS THE "BUY CLEAN COLORADO ACT".
13	(2) As used in this section, unless the context otherwise
14	REQUIRES:
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16	(a) "Eligible material" means materials used in the
17	CONSTRUCTION OF A PUBLIC PROJECT, INCLUDING:
18	(I) ASPHALT AND ASPHALT MIXTURES;;
19	(II) CEMENT AND CONCRETE MIXTURES;
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21	(III) GLASS;
22	(IV) POST-TENSION STEEL;
23	(V) REINFORCING STEEL;
24	(VI) STRUCTURAL STEEL; AND
25	(VII) WOOD STRUCTURAL ELEMENTS.
26	(b) "Eligible project" means a public project as defined in
27	SECTION 24-92-102, FOR WHICH AN AGENCY OF GOVERNMENT ISSUES A

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1	SOLICITATION ON OR AFTER JANUARY 1, 2024; EXCEPT THAT "ELIGIBLE
2	PROJECT" DOES NOT INCLUDE ANY MAINTENANCE PROGRAM FOR THE
3	UPKEEP OF A PUBLIC PROJECT OR ANY ROAD, HIGHWAY, OR BRIDGE
4	PROJECT.
5	(c) "Greenhouse gas" has the same meaning as set forth in
6	SECTION 25-7-140 (6).
7	(\overline{d}) "Office of the state architect" means the office of the
8	STATE ARCHITECT IN THE DEPARTMENT OF PERSONNEL.
9	(3) (a) By January 1, 2024, the office of the state architect
10	SHALL ESTABLISH BY POLICY A MAXIMUM ACCEPTABLE GLOBAL WARMING
11	POTENTIAL FOR EACH CATEGORY OF ELIGIBLE MATERIALS USED IN AN
12	ELIGIBLE PROJECT IN ACCORDANCE WITH THE FOLLOWING REQUIREMENTS:
13	(I) THE OFFICE OF THE STATE ARCHITECT SHALL BASE THE
14	MAXIMUM ACCEPTABLE GLOBAL WARMING POTENTIAL ON THE INDUSTRY
15	AVERAGE OF GLOBAL WARMING POTENTIAL EMISSIONS FOR THAT
16	MATERIAL. THE OFFICE OF THE STATE ARCHITECT SHALL DETERMINE THE
17	INDUSTRY AVERAGE BY CONSULTING NATIONALLY OR INTERNATIONALLY
18	RECOGNIZED DATABASES OF ENVIRONMENTAL PRODUCT DECLARATIONS
19	AND MAY INCLUDE TRANSPORTATION-RELATED EMISSIONS AS PART OF THE
20	GLOBAL WARMING POTENTIAL EMISSIONS.
21	(II) THE OFFICE OF THE STATE ARCHITECT SHALL EXPRESS THE
22	MAXIMUM ACCEPTABLE GLOBAL WARMING POTENTIAL AS A NUMBER THAT
23	STATES THE MAXIMUM ACCEPTABLE GLOBAL WARMING POTENTIAL FOR
24	EACH CATEGORY OF ELIGIBLE MATERIALS. THE GLOBAL WARMING
25	POTENTIAL SHALL BE PROVIDED IN A MANNER THAT IS CONSISTENT WITH
26	CRITERIA IN AN ENVIRONMENTAL PRODUCT DECLARATION. THE OFFICE OF
27	THE STATE ARCHITECT MAY ESTABLISH ADDITIONAL SUBCATEGORIES

THE STATE ARCHITECT MAY ESTABLISH ADDITIONAL SUBCATEGORIES

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

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1	POTENTIAL	FOR EACH	CATEGORY OF	FIGIRIEMA	TERIALS
	POTENTIAL	J FOK EACH	CATEGORY OF	ELIGIBLE ME	ATEKIALS.

2	(II) IF A PRODUCT THAT MEETS THE MAXIMUM GLOBAL WARMING
3	POTENTIAL FOR A CATEGORY OF ELIGIBLE MATERIALS IS NOT PRICED, NOT
4	REASONABLY PRICED, OR IS NOT AVAILABLE ON A REASONABLE BASIS AT
5	THE TIME OF DESIGN OR CONSTRUCTION, THE OFFICE OF THE STATE
6	ARCHITECT MAY WAIVE THE REQUIREMENTS OF THIS SECTION FOR THAT
7	PRODUCT.

- (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.
- (c) A CONTRACTOR THAT IS AWARDED A CONTRACT FOR AN 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

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1	POTENTIAL FOR A CATEGORY OF ELIGIBLE MATERIALS IS NOT PRICED, NOT
2	REASONABLY PRICED, OR IS NOT AVAILABLE TO THE CONTRACTOR ON A
3	REASONABLE BASIS, THE AGENCY OF GOVERNMENT MAY WAIVE THE
4	REQUIREMENTS OF THIS SECTION FOR THAT PRODUCT. THE AGENCY OF
5	GOVERNMENT SHALL REPORT WAIVERS TO THE OFFICE OF THE STATE
6	ARCHITECT.
7	(5) IN ADMINISTERING THIS SECTION, THE OFFICE OF THE STATE
8	ARCHITECT SHALL STRIVE TO ACHIEVE A CONTINUOUS REDUCTION OF
9	GREENHOUSE GAS EMISSIONS OVER TIME. REDUCTION OF GREENHOUSE
10	GAS EMISSIONS ACHIEVED UNDER THIS SECTION SHALL BE CREDITED
11	UNDER THE PROCESS CREATED IN SECTION 25-7-105 (1)(e).
12	(6) Beginning in 2026, and in each year thereafter, the
13	OFFICE OF THE STATE ARCHITECT SHALL PREPARE A REPORT FOR THE
14	GENERAL ASSEMBLY THAT INCLUDES THE FOLLOWING INFORMATION:
15	(a) For the report prepared in 2026 only, a description of
16	THE METHOD THAT THE OFFICE OF THE STATE ARCHITECT USED TO
17	DEVELOP THE MAXIMUM GLOBAL WARMING POTENTIAL FOR EACH
18	CATEGORY OF ELIGIBLE MATERIALS;
19	(b) What the office of the state architect has learned
20	ABOUT HOW TO IDENTIFY AND QUANTIFY EMBODIED CARBON IN BUILDING
21	MATERIALS, INCLUDING LIFE CYCLE COSTS; AND
22	(c) ANY OBSTACLES THE OFFICE OF THE STATE ARCHITECT AS WELL
23	AS BIDDING CONTRACTORS HAVE ENCOUNTERED IN IDENTIFYING AND
24	QUANTIFYING EMBODIED CARBON IN BUILDING MATERIALS.
25	24-92-117. Maximum global warming potential for materials
26	used in public projects - road - highway - bridge projects -
27	environmental product declaration - short title - report - definitions.

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1	(1) The short title of this section and section 24-92-116 is the
2	"BUY CLEAN COLORADO ACT".
3	(2) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE
4	REQUIRES:
5	(a) "Department" means the department of
6	TRANSPORTATION.
7	(b) "Eligible material" means materials used in the
8	CONSTRUCTION OF A PUBLIC PROJECT, INCLUDING, BUT NOT LIMITED TO:
9	(I) ASPHALT AND ASPHALT MIXTURES;
10	(II) CEMENT AND CONCRETE MIXTURES; AND
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12	(III) STEEL.
13	(c) "Greenhouse gas" has the same meaning as set forth in
14	SECTION 25-7-140 (6).
15	(d) "PUBLIC PROJECT" MEANS ALL PUBLICLY BID CONSTRUCTION
16	PROJECTS, PROJECTS FROM WITHIN THE ASSET MANAGEMENT, OR OTHER
17	PROJECTS AS DETERMINED BY THE DEPARTMENT.
18	(3) (a) By January 1, 2025, the department shall establish
19	A POLICY TO DETERMINE AND RECORD GREENHOUSE GAS EMISSIONS FROM
20	ELIGIBLE MATERIALS USED IN A PUBLIC PROJECT WITH THE GOAL OF
21	REDUCING GREENHOUSE GAS EMISSIONS IN ACCORDANCE WITH THE
22	FOLLOWING REQUIREMENTS:
23	(I) The department shall use the nationally or
24	INTERNATIONALLY RECOGNIZED DATABASES OF ENVIRONMENTAL
25	PRODUCT DECLARATIONS AND MAY INCLUDE TRANSPORTATION-RELATED
26	EMISSIONS AS PART OF THE GLOBAL WARMING POTENTIAL EMISSIONS; AND
27	(II) THE DEPARTMENT SHALL DEVELOP A TRACKING AND

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REPORTING PROCESS IN A MANNER THAT IS CONSISTENT WITH CRITERIA IN
AN ENVIRONMENTAL PRODUCT DECLARATION. THE DEPARTMENT MAY
ESTABLISH ADDITIONAL SUBCATEGORIES WITHIN EACH ELIGIBLE MATERIAL
WITH DISTINCT MAXIMUM GLOBAL WARMING POTENTIAL LIMITS.
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- (b) IN ESTABLISHING THE POLICY PURSUANT TO THIS SECTION, THE DEPARTMENT MAY CONSULT WITH ANY OTHER RELEVANT DEPARTMENT OR DIVISION OF STATE GOVERNMENT.
- (c) By January 1, 2027, and every four years thereafter, 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

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1	BY POLICY BY THE DEPARTMENT FOR EACH ELIGIBLE MATERIAL PROPOSED
2	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.
- (d) A CONTRACTOR THAT IS AWARDED A CONTRACT FOR A PUBLIC 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 POLICY ESTABLISHED BY THE DEPARTMENT PURSUANT TO THIS SECTION. IF AN ENVIRONMENTAL PRODUCT DECLARATION IS NOT AVAILABLE FOR AN ELIGIBLE MATERIAL, THE CONTRACTOR SHALL NOTIFY THE DEPARTMENT AND INSTALL THE ELIGIBLE MATERIAL AS ORIGINALLY SPECIFIED. IF A PRODUCT MEETING THE POLICY REQUIREMENTS FOR A CATEGORY OF ELIGIBLE MATERIALS IS NOT PRICED, NOT REASONABLY PRICED, OR IS NOT AVAILABLE TO THE CONTRACTOR ON A REASONABLE BASIS, THE DEPARTMENT MAY WAIVE THE REQUIREMENTS OF THIS SECTION FOR THAT PRODUCT.
 - (5) IN ADMINISTERING THIS SECTION, THE DEPARTMENT SHALL STRIVE TO ACHIEVE A CONTINUOUS REDUCTION OF GREENHOUSE GAS EMISSIONS OVER TIME. REDUCTION OF GREENHOUSE GAS EMISSIONS ACHIEVED UNDER THIS SECTION SHALL BE CREDITED UNDER THE PROCESS CREATED IN SECTION 25-7-105 (1)(e).

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1	(6) Beginning in 2026, the department shall annually
2	PRESENT THE FOLLOWING INFORMATION TO THE TRANSPORTATION
3	LEGISLATION REVIEW COMMITTEE, OR ANY SUCCESSOR COMMITTEE:
4	(a) For the presentation in $2026\mathrm{only}$, a description of the
5	METHOD THAT THE DEPARTMENT USED TO DEVELOP THE POLICY
6	REQUIREMENTS FOR EACH CATEGORY OF ELIGIBLE MATERIALS;
7	(b) What the department has learned about how to
8	IDENTIFY AND QUANTIFY EMBODIED CARBON IN BUILDING MATERIALS,
9	INCLUDING LIFE CYCLE COSTS; AND
10	(c) Any obstacles the department as well as bidding
11	CONTRACTORS HAVE ENCOUNTERED IN IDENTIFYING AND QUANTIFYING
12	EMBODIED CARBON IN BUILDING MATERIALS.
13	SECTION 3. Appropriation. For the 2021-22 state fiscal year,
14	\$75,342 is appropriated to the department of personnel for use by the
15	executive director's office. This appropriation is from the general fund
16	and is based on an assumption that the office will require an additional
17	0.9 FTE. To implement this act, the office may use this appropriation for
18	the office of the state architect.
19	SECTION 4. Act subject to petition - effective date. This act
20	takes effect at 12:01 a.m. on the day following the expiration of the
21	ninety-day period after final adjournment of the general assembly; except
22	that, if a referendum petition is filed pursuant to section 1 (3) of article V
23	of the state constitution against this act or an item, section, or part of this
24	act within such period, then the act, item, section, or part will not take
25	effect unless approved by the people at the general election to be held in
26	November 2022 and, in such case, will take effect on the date of the
27	official declaration of the vote thereon by the governor.

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