Comparison of Building Code Sections in S. 385 ("Portman-Shaheen") and H.R. 2361 ("Blackburn-Schrader")

There are currently two competing proposals in Congress regarding building energy codes. The first is contained within S. 385, and its identical companion H.R. 1443, the Energy Savings and Industrial Competitiveness Act. This bill is sponsored by Sens. Rob Portman (R-Ohio) and Jeanne Shaheen (D-N.H.) in the Senate and Reps. David McKinley (R-W.Va.) and Peter Welch (D-Vt.) in the House. In the Senate and House these bills are referred to as the "Portman-Shaheen" and "McKinley-Welch" bills, respectively. The second proposal is H.R. 2361, the Energy Savings and Building Efficiency Act of 2017, which was introduced by Reps. Marsha Blackburn (R-Tenn.) and Kurt Schrader (D-Ore.) and is referred to as "Blackburn-Schrader". This fact sheet compares the building energy code provisions from the two bills with existing law.

| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 Sec. 101 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 Sec. 101 | Existing Law |
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| | duction Act (42 U.S.C. 6832) is amended to read a | ae followe: |
| = | | 15 TOHOWS. |
| Includes definitions of relevant building energy codes. Amends the State Building Energy Efficient Codes—Section 304 of the Energy Conservation and Production Act. | Similar to S. 385, but includes addition clarifications for technically feasible and simple payback. | |
| Model Building Energy Code—defined as a voluntary building energy code or standard developed and updated through a consensus process among interested persons, such as the IECC or ASHRAE Standard 90.1 or code used by other appropriate organizations. | Model Building Energy Code— No substantive change. | Adds this definition to the list of definitions included in existing law. |
| Not in S. 385. | ASHRAE Standard 90.1—The term 'ASHRAE Standard 90.1' means the American Society of Heating, Refrigerating and Air Conditioning Engineers ANSI/ASHRAE/IESNA Standard 90/1 Energy Standard for Buildings Except Low-Rise Residential Buildings. | Adds this definition to the list of definitions included in existing law. |

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| Not in S. 385 | Cost Effective – Defined as having a simple payback of 10 years or less. | Adds this definition to the list of definitions included in existing law. |
| IECC – refers to the International Energy Conservation Code as published by the International Code Council (ICC). | Same as S. 385. | Adds this definition to the list of definitions included in existing law. |
| Indian Tribe—The term 'Indian tribe' has the meaning given the term in section 4 of the Native American Housing Assistance and Self-Determination Act of 1996 (25 U.S.C. 4103). | Indian Tribe— Identical to S.2012. | Adds this definition to the list of definitions included in existing law by referencing a previous law. |
| Not in S. 385. | Simple Payback—The term 'simple payback' means the time in years that is required for energy savings to exceed the incremental first cost of a new requirement or code. | Adds this definition to the list of definitions included in existing law. |
| Not in S. 385. | Technically Feasible—The term 'technically feasible' means capable of being achieved, based on widely available appliances, equipment, technologies, materials, and construction practices. | Adds this definition to the list of definitions included in existing law. |
| Section 304 of the Energy Conservation and Pro | duction Act (42 U.S.C. 6833) is amended to read a | s follows: |
| (a) Directs the secretary to "encourage and support the adoption of building energy codes" by States, Indian tribes, local governments that "meet or exceed the model building energy codes, or achieve equivalent or greater energy savings." Support full compliance with the State and local codes. | (a) Directs only for the Secretary to provide "technical assistance" for the implementation of codes building energy codes that are "technically feasible and cost-effective." Same as S. 385. | The Secretary shall provide technical assistance to help States with implementation, and to improve and implement State residential and commercial building efficiency codes or to otherwise promote the design and construction of energy efficient buildings. |
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| (b) States and Indian Tribe Certification of Building Energy Code Updates— | (b) States and Indian Tribe Certification of Building Energy Code Updates— | Current law does not reference Indian Tribes |
| Requires states or Indian tribes to review and update energy provisions in building codes within 2 years. | Requires states and Indian tribes to review and update energy provisions in building codes within 3 years. | Residential – Following the release of a new building energy code, the Secretary is required to make a determination within 12 months on whether the update would |
| State/Tribe Certification Requires: | State/Tribe Certification Requires: Does not require a demonstration, only a statement. | improve energy efficiency in residential buildings. If this occurs, each State must, within 2 years, certify that it has reviewed the provisions of its residential building code |
| Demonstration - The certification shall include a demonstration of whether or not the energy savings for the code provisions that are in effect meet or exceed— | DemonstrationThe certification shall include a statement of whether or not the energy savings for the code provisions that are in effect meet or exceed | regarding energy efficiency. The state is not required to adopt the new energy code, but must make a determination as to whether it is appropriate for it to do so. |
| the energy savings of the updated model building energy code; or the targets established under section 307(b)(2). | the energy savings of the updated model building energy code; or the targets established under section 307(b)(2). | Commercial – Following the release of a new building energy code, the Secretary is required to make a determination within 12 months on whether the updated code would improve energy efficiency in commercial |
| No Model Building Energy Code Update - If a model building energy code is not updated by a target date established under section 307(b)(2)(D), each State/tribe must certify, within 2 years, whether or not they have | No Model Building Energy Code Update - If a model building energy code is not updated by a target date established under section 307(b)(2)(D), each State/tribe must certify, within 3 years , whether or not they have | buildings. If this occurs, each State must, within 2 years, certify that is has reviewed and updated the provisions of its commercial building code regarding energy efficiency in accordance with the standard that has been |
| reviewed and updated the energy provisions of the building code of the State or Indian tribe to meet or exceed the target of 307(b)(2). | reviewed and updated the energy provisions of the building code of the State or Indian tribe to meet or exceed the target of 307(b)(2). | revised. Such certification shall include a demonstration that the provisions of a State's commercial building code meet or |
| Validation by secretary (continued) | Validation by secretary (continued) | exceed the revised standard. If the Secretary determines that the revised standard will not (continued) |

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| Not later than 90 days after such certification | Not later than 90 days after such certification | improve energy efficiency in commercial |
| DOE shall— | DOE shall— | buildings, State commercial building code |
| | | provisions for energy efficiency shall meet or |
| - determine whether the code | - determine whether the code provisions | exceed the last revised standard for which |
| provisions meet the criteria; and | meet the criteria; and | an affirmative determination has been made |
| if the determination is positive, validate the certification. | - determine whether the certification | by the Secretary. |
| validate the certification. | submitted is complete, | The Secretary shall permit extensions for the |
| - Not in S. 385 | - if these requirements are satisfied, | certification requirements of both residential |
| 1400 111 0. 303 | validate the certification. | and commercial buildings if a State can |
| | validate the ocitinoation. | demonstrate that is has made a good faith |
| Limitation is not in S. 385. | (3) Inserts limitation that this section does not | effort to comply and has made significant |
| | require state or Indian tribes to adopt building | progress in meeting the requirements. |
| | codes. | |
| (c) Improvements in Compliance with Building | (c) Improvements in Compliance with Building | |
| Energy Codes—Requires states and Indian | Energy Codes—Similar to S. 385, but does not | |
| tribes, within 3 years, to certify they have | require independent inspections. | |
| achieved full compliance or made significant progress toward achieving full compliance with | | |
| applicable model building energy codes. If a | | |
| State or Indian tribe certifies that progress has | | |
| been made, it must repeat the certification | | |
| until it has achieved full compliance. | | |
| Independent inspections of buildings will | | |
| ensure continued measurement of | | |
| compliance. For states and Indian tribes to be | | |
| in compliance, at least 90% of building space | | |
| covered by the code in previous year must be covered by applicable code or achieve greater | | |
| energy savings OR the estimated excess | | |
| energy use of buildings that did not meet the | | |
| (continued) | (continued) | (continued) |

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| applicable code must be less than 5% when compared to a baseline of comparable buildings that did meet this code. | no ma oddood: may 1, 2021 | |
| Validation process is the same as above section. | Reiterates changes to validation of certification: if the certification (which requires a statement, not a demonstration) is complete, then the Secretary must validate the certification. | |
| Limitation is not in S. 385. | Places limitation by stating this section does not require state or Indian tribes to adopt building codes. | |
| (d) States or Indian Tribes that Do Not Achieve Compliance—Entities that do not meet the certification requirement by target deadline must: Submit a report to the Secretary of the status of compliance. Submit a plan for meeting the requirement and certification. | (d) States or Indian Tribes that Do Not Achieve Compliance— Entities that do not meet the certification requirement by target deadline are not required to submit a plan for meeting the requirement and certification. | |
| Not in S. 385. | This section also expresses state sovereignty, which states that entities are not required to adopt building codes. | |
| States or local governments that do not meet the certification requirement by the target deadline may be considered for federal support. | The consideration of Federal support is limited to local governments in H.R. 2361. | |
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| DOE will also submit annual reports to Congress on the status of model building codes, state of code compliance and adoption, and improvements in energy savings over time. The report must also include an estimate of financial impacts. | Same as S. 385. | |
| (e) Technical Assistance to States and Indian Tribes— Allows DOE to provide technical assistance for implementation of residential and commercial energy codes, demonstrations to show energy savings, documentation of compliance, and to otherwise promote the design and construction of energy efficient buildings. | (e) Technical Assistance to States and Indian Tribes— DOE may only provide technical assistance to implement or document rate of compliance with residential or commercial building codes. | The Secretary shall provide technical assistance to help States with implementation, and to improve and implement State residential and commercial building efficiency codes or to otherwise promote the design and construction of energy efficient buildings. |
| Not included in S. 385. | Technical assistance – defines the activities that are included under the term 'technical assistance'. | |
| Not included in S. 385. | Exclusion – 'technical assistance' shall not include actions that promote or discourage the adoption of a particular building energy code, code provision or energy savings target to a State or Indian tribe. | |
| Not included in S. 385. | Information Quality and Transparency – Provides that information provided by the Secretary, attendant to any technical assistance provided to a State or Indian tribe, is considered 'influential information' and must follow the guidelines of the Office of Management and (continued) | |

| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 | Existing Law |
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| | Budget, published at 67 Federal Register 8452 (Feb. 22, 2002).1 | |
| (f) Availability of Incentive Funding— DOE will provide incentive funding to implement and improve residential and commercial building codes, to increase and verify compliance with codes, to train local building code officials, and promote building energy efficiency through codes. | (f) Federal Support— DOE shall support State and tribes to implement the reporting requirements, to implement building energy codes, but this section does not include language about the promotion of building energy efficiency through codes. | The Secretary shall provide incentive funding to States to implement these requirements and to improve and implement State residential and commercial building energy efficiency codes, including increasing and verifying compliance with such codes. |
| Additional Funding—funding will be provided for implementation of a plan to achieve and document full compliance with building codes. | Not in H.R. 2361. | Additional funding shall be provided for implementation of a plan to achieve at least 90 percent compliance with residential and commercial building energy efficiency codes if a State is implementing a code that meet |
| Not in S. 385. | Exclusion —No support will be given to support adoption and implementation of a model energy code if DOE determines that the code is not cost-effective. | or exceeds the most recent residential or commercial code that received an affirmative determination or to help a local government to do so, if it is located within a State that does not have a statewide code. |
| Training—Funding up to \$750,000 is made available for training of State or tribal building code officials to implement and enforce building codes. | Training—Similar to S. 385. DOE may offer support for training, but does not make funding available. | Training – the Secretary may use \$500,000 for each fiscal year to train State and local officials to implement residential and commercial building codes. |
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¹"Influential", when used in the phrase "influential scientific, financial, or statistical information", means that the agency can reasonably determine that dissemination of the information will have or does have a clear and substantial impact on important public policies or important private sector decisions. Each agency is authorized to define "influential" in ways appropriate for it given the nature and multiplicity of issues for which the agency is responsible. http://www.whitehouse.gov/sites/default/files/omb/fedreg/reproducible2.pdf.

| S. 385 – the Energy Savings and Industrial | H.R. 2361 – the Energy Savings and Building | Existing Law |
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| Competitiveness Act | Efficiency Act of 2017 | |
| As Passed by Committee: March 30, 2017 | As Introduced: May 4, 2017 | |
| Local Governments—States may share grants | Local Governments— States may work with local | |
| to local governments that implement and | governments under this section, but it is not | |
| enforce codes. | explicitly stated that they may share grants. | |
| (g) Stretch Codes and Advanced Standards— | (g) Voluntary Programs to Exceed Model | |
| | Building Energy Code— | |
| | | |
| Prescribes that DOE shall provide technical | DOE will provide technical assistance described | |
| and financial support for the development of | in subsection (f) to develop voluntary incentive | |
| stretch codes and advance standards for | programs and non-binding guidelines for | |
| residential and commercial buildings. Specifies | building designs that exceed model building | |
| these stretch codes can be used as an option | energy codes. | |
| for adoption as building energy codes | | |
| | | |
| Targets—These standards must achieve | Targets—these voluntary programs must be | |
| substantial energy savings targets at least 3 to | designed to achieve substantial energy savings | |
| 6 years in advance of target years. | compared to model building codes and meet | |
| | targets, if available, up to 3 to 6 years in advance. | |
| (h) Studies— | (h) Studies— | |
| (II) Studies— | (ii) Studies— | |
| Not included in S. 385. | GAO Study—Requires GAO to study the impacts | |
| Not included in 6. 365. | of updating national model building codes and | |
| | must submit a report to Congress within 3 | |
| | years. The study should include and analysis of | |
| | the energy savings from updating the codes, the | |
| | actual consumer cost savings, and accounting | |
| | of expenditures of the Federal funds under | |
| | each program authorized. | |
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| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 | Existing Law |
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| Subsection (h) contains the same language included in H.R. 2361 under 'feasibility study', but does not require the 10-year simple payback and instead requires the incorporation of measured lifetimes. The study is not identified as a 'feasibility study' in S. 385. | Feasibility Study—DOE, in consultation with other experts and stakeholders, must study the feasibility, impact, and economics of: - Code improvements that require building design, siting, and constructed so they can be adapted to net-zero buildings in the future; - Code procedures to incorporate 10-year payback in calculations - Legislative options for increasing energy savings from building codes | |
| Not included in S. 385. | Energy data in multi-tenant buildings—DOE required to undertake study of best practices of aggregate energy consumption information to owners and building managers. | |
| (i) Effect on Other Laws—No section supersedes or modifies the application of Section 321-346 of Energy Policy and Conservation Act. | (i) Effect on Other Laws—Identical to S. 385. | |
| Not in S. 385. | (j) Funding Limitations—No federal funding will be used to support the actions of DOE, or the States to advocate, promote, or discourage the adoption of a building energy code, code provision, or energy saving target. | |
| (j) Authorization of Appropriations—This section authorizes \$200,000,000 to remain available until expended. | Not in H.R. 2361. | Authorized \$25,000,000 for each of fiscal years 2006-2010 and such sums as are necessary for fiscal year 2011 and each fiscal year thereafter. |

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| | <u>duction Act (</u> 42 U.S.C. 6834 <u>) is amended as follow</u> | <u>/S.'</u> |
| Replaces "voluntary building energy codes" with "model building energy codes." | Identical to S. 385. | |
| Section 307 of the Energy Conservation and Pro | duction Act (42 U.S.C. 6836) is amended to read a | as follows: |
| (a) DOE shall support the updating of model building energy codes. | (a) DOE shall provide technical support for the updating of model building energy codes. | DOE, after consulting with a collection of relevant stakeholders, shall support the upgrading of 'voluntary' building energy codes for new residential and commercial buildings. |
| (b) Targets—DOE shall to provide support the updating of model building energy codes. DOE shall also support updating of codes to enabled achievements of established aggregate energy savings targets. DOE will work with State, Indian tribes, local governments, and other stakeholders for updating codes by establishing one of more aggregate energy savings targets. DOE may establish separate targets for both residential and commercial buildings. | (b) Targets—DOE required to provide technical assistance for updating model building codes. DOE shall also provide technical assistance for updating codes. DOE will provide technical assistance to States, Indian tribes, local governments, and other stakeholders for updating codes by establishing one or more aggregate energy savings targets through rulemaking in accordance with Section 553 of Title 5, United States Code. Separate targets may be established for residential and commercial buildings. | DOE support shall include: - A compilation of data and other information regarding building energy efficiency standards and codes; - Assistance in improving the technical basis for such standards and codes; - Assistance in determining the costeffectiveness and the technical feasibility of the energy efficiency measures included in such standards and codes; and - Assistance in identifying appropriate measures with regard to radon and other indoor air pollutants. |
| (continued) | (continued) | (continued) |

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| Baselines for updating codes are 2009 IECC for residential and ASHRAE 90.1-2010 for commercial buildings. Specific, yearly targets shall be established and revised by DOE through collaboration with recognized codes and standards developers that maximize energy efficiency and life-cycle cost effectiveness. Targets must be higher than preceding targets, and promote the achievement through performance energy efficiency. Initial Target - must be established within 1 year. DOE may also set a later target year for any model building energy codes if determined that target cannot be met. | Similar to S. 385 - specific yearly targets must be in accordance with Section 553 of title 5, United States Code. Targets are not required to be life-cycle cost effective or higher than preceding target. Instead, targets should consider the maximum level of energy efficiency that is technically feasible and cost-effective. Identical to S. 385. | DOE shall periodically review the technical and economic basis of voluntary building energy codes and, based upon ongoing research activities: - Recommend amendments to such codes including measures with regard to radon and other indoor pollutants; - Seek adoption of all technologically feasible and economically justified energy efficiency measures; and Otherwise participate in any industry process for review and modification of such codes. |
| When establishing targets, DOE must ensure compliance with the Small Business Regulatory Enforcement Fairness Act of 1996. | When establishing targets, DOE must ensure compliance with the Small Business Regulatory Enforcement Fairness Act of 1996 for any indirect economic effect on small entities that is reasonable foreseeable and a result of such rule. | |
| Appliance & Other Considerations—In establishing building code targets, DOE shall develop or adjust targets in recognition of potential energy and costs savings related to appliance standards, on-site renewable energy sources, improvements in HVAC equipment, (continued) | Appliance & Other Considerations— In establishing energy savings targets, DOE shall develop or adjust targets in recognition of potential energy and costs savings related to appliance standards, on-site renewable energy sources, improvements in HVAC equipment, (continued) | |

| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 | Existing Law |
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| building management systems, or other appropriate technologies, practices or building systems. | building management systems, or other appropriate technologies, practices or building systems. | |
| Economic Considerations—Economic feasibility and potential costs to consumers must be considered when developing and revising code targets, which should also include a return on investment analysis. | Economic Considerations—The economic feasibility of achieving the proposed targets and the potential costs and savings for consumers and building owners must be considered by conducting a return on investment analysis, using a simple payback methodology over a 3-, 5-, and 7- year period. | |
| Not included in S. 385. | The Secretary is prohibited from proposing or providing technical or financial assistance for any code, provision, energy target, or amendment that has a payback greater than 10 years. | |
| (c) Technical Assistance to Model Building Energy Code-Setting and Standard Development Organizations— | (c) Technical Assistance to Model Building Energy Code-Setting and Standard Development Organizations— | |
| As requested, DOE shall provide technical assistance to model building energy code setting and standard development organizations. Outlines what assistance DOE is able to provide. | Same as S. 385, but outlines the type of 'technical assistance' DOE can provide. | |
| Not in S. 385. | Exclusion— Defines technical assistance as activities that do not advocate, promote, or discourage the adoption of a particular building | |
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| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 | Existing Law |
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| | discourage the adoption of a particular building energy code, code provision, or energy savings target. | |
| Not included in S. 385. | Information Quality and Transparency — Information used to develop energy savings targets is considered influential information and must meet certain guidelines (See footnote 1). | |
| Amendment Proposals—DOE may submit amendment proposals to building codes and standard development organizations with supporting evidence that will allows energy codes to meet the established targets. | (d) Amendment Proposals— Nearly identical to S. 385, but further specifies the process and factors that amendments must go through. | |
| Not in S. 385. | Process and Factors—All amendment proposals submitted by DOE shall be published in the Federal Register and made available on the DOE website 90 days prior to submittal to a code development body and shall be subject to a 60-day public comment period. Information provided by DOE is considered "influential information" and must meet guidelines established by OMB (see footnote 1) DOE will also use climate zone weighted averages for equipment heating, cooling, ventilation systems, and water heating systems, using equipment that is actually installed. | |

| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 | Existing Law |
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| Same as H.R. 2361. | (e) Analysis Methodology – DOE will make publicly available the entire calculation methodology used by DOE to estimate energy savings of code or standard proposals and revisions. | |
| Not included in S. 385. | (f) Methodology Development— DOE shall establish methodology to evaluate cost-effectiveness of energy code changes in multifamily buildings that incorporate various economic parameters. | |
| (d) Determination – If provisions of the IECC or ASHRAE Standard 90.1 regarding building energy use are revised, DOE must make a preliminary determination not later than 90 days after the date of the revision and a final determination not later than 15 months after the date of the revision. This will determine whether or not the revision improves energy efficiency in buildings compared to existing code and meets applicable targets. | (g) Same as S. 385, but adds an additional caveat of whether or not the revision is technically feasible and cost-effective. | |
| Codes or standards not meeting criteria – if the preliminary determination of the revision states that a code or standard does not meet the targets, DOE may at that time provide the model building energy code or standard developer with proposed changes. These proposals should consider whether the modified code is technically feasible and cost-effective, available technologies and | Similar to S. 385, but adds the requirement that any proposed changes made by DOE must be made available on the website 90 days before being submitted to the code or standard developer and must be subject to a 60-day public comment period. Also, information provided by DOE is 'influential information' and must conform with OMB guidelines. | |
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| S. 385 – the Energy Savings and Industrial Competitiveness Act As Passed by Committee: March 30, 2017 | H.R. 2361 – the Energy Savings and Building Efficiency Act of 2017 As Introduced: May 4, 2017 | Existing Law |
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| appliances, and other economic considerations. | | |
| Incorporation of changes – On receipt of proposed changes, the model energy code or standard developer shall have an additional 270 days to accept or reject the proposed changes. | Same as S. 385. | |
| Final Determination – a final determination shall be made on the modified model building energy code or standard. | Same as S. 385. | |
| (e) Administration— DOE required to publish notice of targets and supporting analysis and determinations to the Federal Register. | (h) Administration— DOE required to publish notice of targets, amendment proposals, and determinations to the Federal Register. Supporting documents include modeling, data, assumptions, protocols, and cost benefit analysis, including return on investment. | |
| Opportunity for public comment will also be established. | Opportunity for public comment will also be established in accordance with section 553 of title 5, United States Code. | |
| (f) Voluntary Codes and Standards—Any other provision or model building code or standard will not be binding on State, local governments, or Indian tribes as matter of federal law. | (i) Voluntary Codes and Standards—Nearly identical to S. 385. | |

| S. 385 – the Energy Savings and Industrial | H.R. 2361 – the Energy Savings and Building | Existing Law |
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| Competitiveness Act | Efficiency Act of 2017 | |
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| Not in S. 385. | Section 201: Voluntary Nature of Building Asset | |
| | Rating program | |
| | DOE may enable the owner of commercial or | |
| | residential building to obtain rating score or | |
| | label for actual or anticipated energy use or | |
| | performance. Emphasizes that any information | |
| | made available by DOE is not intended to be the | |
| | basis for regulatory program by the Federal, | |
| | State, local, or municipal government body. | |