- 2 Date:
- 3 Subject: Climate change; air pollution; renewable energy; heating; fuel
- 4 Statement of purpose of bill as introduced: This bill proposes to establish the
- 5 Clean Heat Standard to reduce Vermont's greenhouse gas emissions from the
- 6 thermal sector. It would be administered by the Public Utility Commission
- 7 with assistance from the Clean Heat Standard Technical Advisory Group.
- 8 An act relating to the Clean Heat Standard
- 9 It is hereby enacted by the General Assembly of the State of Vermont:
- 10 Sec. 1. FINDINGS
- 11 The General Assembly finds:
- 12 (1) All of the legislative findings made in 2020 Acts and Resolves
- 13 No. 153, Sec. 2, the Vermont Global Warming Solutions Act of 2020, remain
- 14 true and are incorporated by reference here.
- 15 (2) Under the Vermont Global Warming Solutions Act of 2020 and 10
- 16 V.S.A. § 578, Vermont has a legal obligation to reduce greenhouse gas
- 17 emissions to specific levels by 2025, 2030, and 2050.
- 18 (3) The Vermont Climate Council was established under the Vermont
- 19 Global Warming Solutions Act of 2020 and was tasked with, among other
- 20 things, recommending necessary legislation to reduce greenhouse gas

1	emissions. The Initial Vermont Climate Action Plan calls for the General
2	Assembly to adopt legislation authorizing the Public Utility Commission to
3	administer the Clean Heat Standard consistent with the recommendations of
4	the Energy Action Network's Clean Heat Standard Working Group.
5	(4) As required by the Vermont Global Warming Solutions Act of 2020,
6	the Vermont Climate Council published the Initial Vermont Climate Action
7	Plan on December 1, 2021. As noted in that plan, over one-third of Vermont's
8	greenhouse gas emissions come from the thermal sector. Approximately 72
9	percent of Vermont's thermal energy use is fossil-based, including 43 percent
10	from the combustion of fossil gas and propane and 29 percent from the burning
11	of heating oil.
12	(5) To meet the greenhouse gas emission reductions required by the
13	Vermont Global Warming Solutions Act of 2020, Vermont needs to transition
14	away from its current carbon-intensive building heating practices to lower-
15	carbon alternatives. It also needs to do this equitably, recognizing economic
16	effects on energy users, especially energy-burdened users; on the workforce
17	currently providing these services; and on the overall economy.

(dr req 22-0398 – draft 9.2)
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Sec. 2. 30 V.S.A. chapter 94 is added to read:

1

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As used in this chapter:

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2	CHAPTER 94. CLEAN HEAT STANDARD	
3	<u>§ 8121. CLEAN HEAT STANDARD</u>	
4	(a) The Clean Heat Standard is established. Under this program, obligated	
5	parties shall reduce greenhouse gas emissions attributable to the Vermont	
6	thermal sector by producing or acquiring and then retiring required amounts of	
7	clean heat credits to meet the thermal sector portion of the greenhouse gas	Formatted: Highlight
8	emission reduction obligations of the Global Warming Solutions Act.	
9	(b) By rule or order, the Commission shall establish or adopt a system of	
10	tradeable clean heat credits earned from the direct delivery of clean heat	<b>Commented [WP1]:</b> It's unclear to me the import of "direct"
11	measures that reduce for resources and projects that may be earned by reducing	
12	greenhouse gas emissions <del>qualifying for the Clean Heat Standard</del> .	
13	(c) An obligated party may obtain the required amounts of clean heat	
14	credits through direct delivery of eligible clean heat measures, through	
15	contracts for direct delivery of eligible clean heat measures, through the market	
16	purchase of clean heat credits, or through delivery of eligible clean heat	
17	measures by an appointed statewide default delivery agent.	
18	(d) The Public Utility Commission shall adopt rules and may also issue	
19	orders to design and implement the Clean Heat Standard.	
20	<u>§ 8122. DEFINITIONS</u>	

1	(1) "Clean heat credit" means a tradeable, non-tangible commodity that
2	represents the amount of greenhouse gas reduction caused by a clean heat
3	measure. The Commission shall establish a system of recognition for clean
4	heat credits pursuant to this chapter.
5	(2) "Clean heat measure" means fuel and technologies delivered and
6	installed in Vermont homes and businesses that reduce greenhouse gas
7	emissions. Clean heat measures include the implementation of advanced wood
8	heating systems, weatherization, and other thermal efficiency measures. Clean
9	heat measures shall not include switching from one fossil fuel use to another
10	fossil fuel use <mark>, nor shall they be creditable for emissions reductions that occur</mark>
11	outside Vermont. The Commission may adopt a list of acceptable actions that
12	qualify as clean heat measures.
13	(3) "Commission" means the Public Utility Commission.
14	(4) "Default delivery agent" means the entity designated by the
15	Commission to provide services that will generate tradeable clean heat credits.
16	(5) "Entity" means any individual, trustee, agency, partnership,
17	association, corporation, company, municipality, political subdivision, or other
18	legal entityany other form of organization.
19	(6) "Heating fuel" means fossil-based heating fuel, including oil,
20	propane, natural gas, coal, and kerosene.

1	(7) "Low-income customer" means a customer with a household income	
2	at or below 185 percent of the eurreni-federal poverty level.	
3	(8) "Obligated party" means:	
4	(A) a regulated natural gas utility serving customers in Vermont, or	
5	(B) a wholesaler selling fossil based heating fuel for delivery to final	
6	<del>customers in Vermont, or</del>	
7	(C) where a wholesale transaction occurs outside the jurisdiction of	
8	the State, the obligated party shall be the entity that makes the first sale of the	
9	fossil based heating fuel in the State for consumption within the State for other	
10	heating fuels, the entity that makes the first sale of the heating fuel into or in	
11	the State for consumption within the State.	
12	(9) "Thermal sector" means the Residential, Commercial and Industrial Fuel	Formatted: Highlight
13	Use sector of the Vermont Greenhouse Gas Inventory and Forecast.	Formatted: Normal, Left, Line spacing: single, No
		bullets or numbering
14		
15	§ 8123. CLEAN HEAT STANDARD COMPLIANCE	
16	(a) Required amounts.	
17	(1) The Commission shall establish the number of clean heat credits that each	
18	obligated party is required to acquire and retire each calendar year, with the	
19	first requirement applying to calendar year 2024. The size of the annual	
20	requirement shall erow-be set at a pace sufficient for Vermont's thermal sector	
21	to achieve lifecycle carbon dioxide equivalents (CO2e) emission reductions	

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1	consistent with the requirements of 10 V.S.A. § 578(a) express	ed as lifecycle	
2	greenhouse gas emissions pursuant to 30 V.S.A § 8124(d).		
3	carbon dioxide equivalent (CO2e) emission reductions ec	ual to or more	
4	than the requirements of 10 V.S.A. § 578(a). Annual increases	in the clean	
5	heat obligation between those target years shall be approximate	<del>ly linear.</del>	
6	(2) Annual requirements shall be expressed as a percent	of each	
7	obligated party's contribution to the thermal sector's lifecycle (	CO2e emissions	Formatted: Highlight
8	in the previous year pursuant to 30 V.S.A. § 8124(d), with the	unual	
9	percentages being the same for all parties. The Commission sha	all in a timely	
10	manner provide to the public in plain terms a description of the	annual	
11	requirements to ensure understanding among obligated parties.	annual volume	
12	of sales of fossil fuels in the previous year, with the annual per-	centages being	
13	the same for all obligated parties.		
14	(3) The Commission may adjust the annual requirements	a <del>mount</del> for	
15	good cause after notice and opportunity for public process. Go	od cause may	
16	include negative undue adverse financial impacts on customers	and high credit	
17	prices a shortage of clean heat credits. Any downward adjustm	ent shall be	Commented [WP2]: The language discussed in committee
18	allowed for only a short, specified period.		on 2/15/22 was a good addition here
19	(4) To support the ability of the obligated parties to plan	for the future,	
20	on or before September 30, 2023, the Commission shall establi	sh annual clean	
21	heat credit requirement percentages for the 10 years from 2024	through 2033,	

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1	with the requirements being updated so 10	years' worth of requirements are		
2	<mark>always available</mark> .			
3	(5) On or before September 30, 202	<del>7 and</del> every three years thereafter.		
4	the Commission shall extend the requirement	ents three years, shall assess		
5	emission reductions actually achieved in the	ne thermal sector, and if necessary,		
6	revise the pace of clean heat credit require	ments for future years to ensure that		
7	the emission reduction requirements,	of 10 V.S.A. § 578(a) for 2030		Formatted: Highlight
8	and 2050 will be achieved.			
9	(b) Annual registration.			
10	(1) Each entity that sells heating fue	l in or into Vermont shall register		Formatted: Highlight
11	annually with the Commission by an annual			
12	Commission. The form and information re			
	registration shall be determined by the Cor			
13				
14	data necessary to establish annual requiren			Formatted: Highlight
15	Commission shall use the information prov	vided in the registration to determine		
16	whether the entity shall be considered an o	bligated party and the extent of their		
17	obligation. Each year, and no later than 30	) days <mark>following the annual</mark>		<b>Commented [WP3]:</b> This could be adjusted based on feedback from the PUC
18	registration deadline established by the Co	mmission, the Commission shall	$\langle$	Formatted: Highlight
19	share complete registration information of	obligated parties with the Agency of		Formatted: Highlight
20	Natural Resources for purposes of conduct	ing the Vermont Greenhouse Gas		
21	Inventory and Forecast or meeting the requ	irements of 10. V.S.A. §591(b)(3).		
1				



1	heating fuel in or into Vermont, the first registration form shall be due by the
2	final business day of December, unless by that date the obligated party submits
3	a sworn statement to the Commission that it will not sell heating fuel in
4	Vermont in the following year. For any obligated party not registered by the
5	final business day of December, the first registration form shall be due 30 days
6	after the first sale of heating fuel to a location in Vermont. Clean heat
7	requirements and credits transfer to entities that acquire an obligated party.
8	(c) Early Action Credits. Beginning in 2022, clean heat measures that are
9	installed in 2022 and are expected to provide emission reductions after 2023
10	are creditable, and therefore count towards the future clean heat credit
11	requirements of the obligated party that acquires the credit values of the early
12	actions, for the appropriate number of years after 2023. Upon the
13	establishment of the clean heat credit system, entities may register credits for
14	actions taken starting in 2022.
15	(d) Low-income customers; equitable clean heat measures.
16	(1) The Clean Heat Standard shall be designed and implemented to
17	enhance social equity by minimizing adverse impacts to low-income customers
18	and those households with the highest energy burdens. The design shall ensure
19	all customers have an equitable opportunity to participate in, and benefit from,
20	clean heat measures regardless of heating fuel used, income level, or
21	geographic location.

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1	(2) A substantial portion of clean heat credits shall be sourced from	
2	clean heat services provided to low-income households customers. To begin,	
3	the portion shall be one-third of each obligated party's required amount needed	
4	to satisfy the annual Clean Heat Standard requirement. The Commission shall	
5	have authority to change this portion for good cause after notice and	
6	opportunity for public process.	
7	(e) Credit banking. Beginning in 2024, the Commission shall allow an	
8	obligated party that has met its annual clean heat obligation the required	Formatted: Highlight
9	amount of clean heat-in a given year to retain clean heat credits in excess of	
10	that amount for application to the obligated party's annual obligations in future	Formatted: Highlight
11	compliance periods -required amount of clean heat in one of the following	
12	vearsas determined by the Commission.	
13	(f) Default delivery agent.	
14	(1) An obligated party may meet its annual obligation through a	
15	designated default delivery agent appointed by the Commission. The default	
16	delivery agent would deliver creditable clean heat measures to Vermont homes	
17	and businesses when:	
18	(A) an obligated party chooses to assign its obligation to the default	
19	provider; or	
20	(B) an obligated party fails to produce or acquire their required amount	Formatted: Highlight
21	of clean heat credits.	

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1	(2) The Commission shall designate the default delivery agent. The	
2	default delivery agent shall be a single statewide entity hired for a multi-year	
3	period through a competitive procurement process. The entity selected as the	Formatted: Highlight
4	default deliver agent may also be a market participant.	
5	(3) By rule or order, the Commission shall adopt and periodically update	
6	the cost per clean heat credit to be paid to the default delivery agent by an	
7	obligated party that chooses this option. In making adjustments to the default	Formatted: Highlight
8	delivery agent credit cost, the Commission shall consider the default delivery	
9	agent's anticipated costs to deliver clean heat measures and costs borne by	
10	customers, among other factors determined by the Commission. Changes to	
11	the cost Changes to the cost shall take effect no less than 180 days after	
12	adopted.	
13	(g) Noncompliance payment. The Commission shall direct shall order an	Formatted: Highlight
14	obligated party that fails to obtain and retire the number of clean heat credits	
15	required in a given year, including the required portion from low-income	
16	customers, shall to make a noncompliance payment to the default delivery	
17	agent appointed by the Commission. The per credit amount of the	
18	noncompliance payment shall be three times the amount established by the	
19	Commission under subsection (f) of this section for timely per credit payments	
20	to the default delivery agent. All funds received from noncompliance	

1	payments shall be used by the default delivery agent to provide clean heat
2	services to low-income customers.
3	(h) Public process. This subsection applies to the first rulemaking under
4	this section. Before filing proposed rules with the Secretary of State, the
5	Commission shall conduct a public process on the development of the
6	proposed rules that includes the following elements:
7	(1) an opportunity for potentially affected persons and members of the
8	public to submit comments and recommendations on the design and
9	implementation of the program Clean Heat Standard, both in writing and at one
10	or more public meetings held for the purpose;
11	(2) after providing the opportunity for input described in subdivision (1)
12	of this subsection, publication of a draft rule; and
13	(3) an opportunity for potentially affected persons and members of the
14	public to submit comments and recommendations on the draft rule issued
15	pursuant to subdivision (2) of this subsection, both in writing and at one or
16	more public meetings held for the purpose.
17	(i) Enforcement. The requirements of this chapter and any Commission
18	rules or orders adopted to implement the provisions of this chapter may be
19	enforced by the Commission pursuant to its authority under this title. As part
20	of an enforcement order, the Commission may order penalties and injunctive
21	relief. Additionally, any statements or other representations made by obligated

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1	parties related to compliance with the Clean Heat Standard are subject to the
2	provisions of the Vermont False Claims Act. The Commission shall establish
3	a process for verification of data provided by obligated parties.
4	(j) The Commission shall establish requirements for types of records to be
5	submitted by obligated parties, a record retention schedule for required
6	records, and a process for verification of records and data provided by
7	obligated parties submitted in compliance with the requirements of this
8	Chapter.
9	(+k) Reports. Formatted: Highlight
10	(1) For purposes of this subsection, "standing committees" refers to the.
11	(2) On or before January 15, 2025, After the adoption of the order
12	implementing this chapter, the Commission shall submit a written report to the
13	standing committees detailing the efforts undertaken to establish the Clean
14	Heat Standard pursuant to this chapter.
15	(3) On or before August 31 of each year following the year in which
16	rules are first adopted under this subsection, the Commission shall submit to
17	the standing committees a written report detailing the implementation and
18	operation of the Clean Heat Standard. This report shall include an assessment
19	on the equitable adoption of clean heat measures required subsection (d) of this
20	section, along with recommendations to increase participation for the most
21	energy burdened households. The provisions of 2 V.S.A. § 20(d) (expiration

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1	of requir	red rep	oorts)	shall	not a	apply	to th	e rep	oort to	be be	made	under	this
		_						_					

- 2 <u>subsection</u>.
- 3 § 8124. TRADEABLE CLEAN HEAT CREDITS
- 4 (a) By rule or order, the Commission shall establish or adopt a system of
- 5 <u>tradeable clean heat credits that may be earned by reducing greenhouse gas</u>
- 6 emissions through resources and projects qualifying for the Clean Heat
- 7 Standard the direct delivery of clean heat measures. While credit
- 8 denominations may be in simple terms for public understanding and ease of
- 9 use, the underlying value shall be based on units of carbon dioxide equivalents
- 10 (CO2e). The system shall provide a process for the recognition, approval,
- 11 verification, and monitoring of the clean heat credits.
- 12 (b) Clean heat credits shall be based on the lifecycle CO2e emission
- 13 reductions that result from the direct delivery of eligible clean heat measures to
- 14 end-use customer locations in Vermont. Eligible clean heat measures
- 15 <u>delivered to or installed in Vermont</u> buildings and facilities shall include:
- 16 (1) thermal energy efficiency improvements and weatherization;
- 17 (2) the supply of sustainably sourced biofuels;
- 18 (3) renewable natural gas and low-emission advanced gases;
- 19 (4) the installation of cold-climate heat pumps or advanced wood
- 20 <u>heating appliances and systems; and</u>
- 21 (5) renewable energy-based district heating services.

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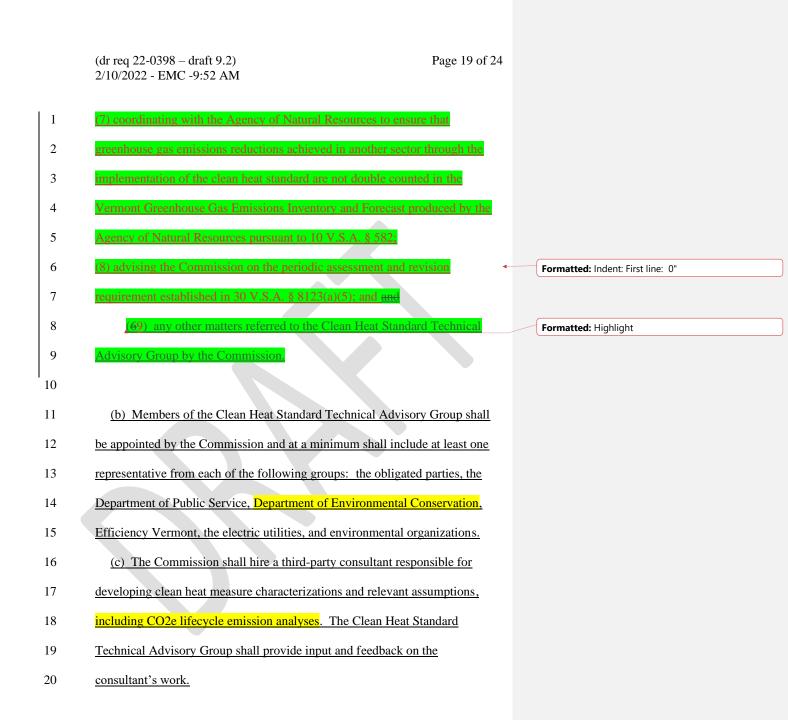
1	(c) For pipeline renewable natural gas and other renewably generated	
2	natural gas substitutes produced outside the State to be eligible, an obligated	
3	party shall purchase renewable natural gas and its associated renewable	
4	attributes and demonstrate that it has secured a contractual pathway for the	
5	physical delivery of the gas from the point of injection into the pipeline to the	
6	obligated party's delivery system.	
7	(d)(1) The number of clean heat credits awarded for supplying biofuels.	
8	including renewable natural gas, shall be based on the net lifecycle CO2e	
9	emissions impact from burning of the biofuel minus the lifecycle CO2e	
10	emissions that would have occurred at the site had the fossil fuel that the	
11	biofuel displaces been burned instead.	
12	To promote certainty for obligated parties and clean heat providers, the	Formatted: Highlight
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13	Commission shall, by rule or order, establish a schedule of deemed lifecycle	Formatted: Highlight
14	emission rates for heating fuels and eligible clean heat measures fossil fuels	Formatted: Highlight
15	and biofuels. The rule shall be based on transparent and accurate emissions	
16	accounting by adapting -using the Argonne National Laboratory GREET	Formatted: Highlight
17	Model or an alternative of comparable analytical rigor to achieve the purposes	
18	of this Chapter, the greenhouse gas emissions reduction requirements	Formattad Highlight
10	or uns chapter, are greenhouse gas emissions requerements, in the	Formatted: Highlight
19	of 10 V.S.A. § 578(a), and to deter substantial unintended harmful	Formatted: Highlight
20	consequences. The schedule may be amended based upon changes in	

1	technology or evidence on emissions, but clean heat credits previously
2	awarded shall not be adjusted retroactively.
3	(e) Clean heat credits shall be "time stamped" for the year in which the
4	clean heat measure is <mark>implemented</mark> directly delivered as well as each
5	subsequent year during which the measure is expected to produces emission
6	reductions. As appropriate, the number of clean heat credits may decline over
7	the life of a measure to account for growing interactions expected to occur, on
8	average, between multiple measures installed over time. Only clean heat
9	credits with the current year time stamp, and credits banked from previous
10	years, shall be eligible to satisfy the current year obligation.
11	(f) Clean heat credits can be earned only in proportion to the deemed or
12	measured thermal sector greenhouse gas emission reductions in facilities and
13	processes achieved by a clean heat measure directly delivered in Vermont.
14	Other emissions offsets, wherever located, shall not be eligible measures.
15	(g) Clean heat credits shall not be used to meet any other jurisdiction's
16	clean heat standard or other jurisdiction's carbon reduction requirements if that
17	would result in double counting.
18	(hg) All eligible clean heat measures that are physically deployed directly
19	delivered in Vermont shall be eligible for clean heat credits and may be
20	acquired retired to and count towards an obligated party's emission reduction
21	obligations, regardless of who creates or installs delivers them and regardless

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1	of whether their creation or installation delivery was required by other State	
2	policies and programs. This includes individual initiatives, emission	
3	reductions resulting from the State's energy efficiency programs, the low-	
4	income weatherization program, and the Renewable Energy Standard Tier 3	
5	program.	
6	(i) The Commission shall establish a process for verification of clean heat	Formatted: Highlight
7	measures and credits awarded.	
8	(h <sub>j</sub> ) The Commission shall create a registration system to lower	
9	administrative barriers to individuals and businesses seeking to register	
10	qualified actions eligible to earn clean heat credits, and to facilitate the transfer	
11	of such credits to obligated parties. The Commission may appoint a qualified	
12	agent to operate this registry on behalf of all parties. The system shall require	
13	entities to submit at the least the following information to receive the credit:	
14	location of clean heat measure, whether customer is low-income, type of	
15	property where measure was installed or sold, and type of clean heat measure,	
16	and any other information as required by the Commission.	Formatted: Highlight
17	(i) Nothing in this Chapter shall limit the authority of the Secretary of the	Formatted: Highlight
18	Agency of Nature Resources to compile and publish the Vermont Greenhouse	Formatted: Highlight
19	Gas Emissions Inventory in accordance with 10 V.S.A. §582.	
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21	§ 8125. CLEAN HEAT STANDARD TECHNICAL ADVISORY GROUP	Formatted: Don't keep with next

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1	(d) Emission reduction-analyses and associated assumptions developed by
2	the consultant shall be reviewed and approved annually by the Commission. In
3	reviewing the consultant's work, the Commission shall provide a public
4	comment period on the work. The Commission may approve or adjust the
5	consultant's work as it deems necessary based on its review and the public
6	comments received.
7	Sec. 3. PUBLIC UTILITY COMMISSION IMPLEMENTATION
8	(a) Commencement. On or before August 31, 2022, the Public Utility
9	Commission (Commission) shall commence a proceeding to implement Sec. 2
10	(Clean Heat Standard) of this act.
11	(b) Notice; comment; workshop. The proceeding shall include one or more
12	workshops to solicit the input of potentially affected parties and the public.
13	The Commission shall provide notice of the workshops on its website and
14	directly to the Department of Public Service, Vermont's fuel wholesalers and
15	retail fuel suppliers, renewable energy advocates Renewable Energy Vermont,
16	business organizations such as the Associated Industries of Vermont,
17	environmental and consumer advocacy organizations such as the Vermont
18	Natural Resources Council and the Vermont Public Interest Research Group,
19	organizations that serve with low and moderate income Vermonters,
20	organizations that serve older Vermonters, entities that provide weatherization
21	services, energy transition providers, regional planning commissions,

1	municipal energy commissions, community action agencies, environmental
2	justice organizations, affordable housing advocates, the Office of Economic
3	Opportunity, and to any other person that requests direct notice or to whom the
4	Commission may consider direct notice appropriate. The Commission also
5	shall provide an opportunity for submission of written comments, which the
6	notice shall include.
7	(c) Order. On or before July 1, 2024, the Commission shall issue an order
8	to take effect on January 1, 2025 that initially implements Sec. 2 of this act.
9	(d) Consultant. On or before January 15, 2023, the Commission shall
10	contract with a consultant to assist with implementation of 30 V.S.A. § 8125.
11	(e) Funding. On or before January 15, 2023, the Commission shall report
12	to the General Assembly on suggested revenue streams that may be used or
13	created to fund the Commission's administration of the Clean Heat Standard
14	program.
15	(f) Reports. On or before January 31, 2023 and January 31, 2024, the
16	Commission shall submit a written report to the House Committees on Energy
17	and Technology and on Natural Resources, Fish, and Wildlife and to the
18	Senate Committees on Finance and on Natural Resources and Energy detailing
19	the efforts undertaken to establish the Clean Heat Standard pursuant to this
20	<u>chapter</u>

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1	Sec. 4. PUBLIC UTILITY COMMISSION POSITIONS;	
2	APPROPRIATION	
3	(a) The following new positions are created at the Public Utility	
4	Commission for the purpose of carrying out this act:	
5	(1) one (1) permanent exempt Staff Attorney 3;	
6	(2) one (1) permanent exempt analyst; and	
7	(3) one (1) limited-service exempt analyst.	
8	(b) The sum of \$600,000.00 is appropriated to the Public Utility	
9	Commission from the General Fund in fiscal year 2023 for the positions	
10	established in subsection (a) of this section, for the consultant required by	
11	Sec. 3 of this act, and for additional operating costs required to implement the	
12	Clean Heat Standard, including marketing and public outreach for Sec. 3 of	
13	<u>this act</u> .	
14	Sec. 5. SECTORAL PROPORTIONALITY REPORT	Formatted: Highlight
15	(a) On or before November 15, 2023, the Agency of Natural Resources and	
16	the Department of Public Service, in consultation with the Vermont Climate	
17	Council, shall report to the House Committees on Energy and Technology and	
18	on Natural Resources, Fish, and Wildlife and to the Senate Committees on	
19	Finance and on Natural Resources and Energy regarding 1) the role of	
	r marce and on readular Resources and Energy regarding 1) the fole of	
20	individual economic sectors in achieving the greenhouse gas emission	



Iuly 1 of a year immediately preceding a year in which an updated Climate
Action Plan is adopted pursuant to 10 V.S.A. §592(a).
Sec. 6\_EFFECTIVE DATE
This act shall take effect on passage.