



March 16, 2026

The Honorable Shelley Moore Capito
Chairman
Environment and Public Works Committee
Washington, D.C. 20510

The Honorable Sheldon Whitehouse
Ranking Member
Environment and Public Works Committee
Washington, D.C. 20510

The Honorable Sam Graves
Chairman
Transportation and Infrastructure Committee
Washington, D.C. 20515

The Honorable Rick Larsen
Ranking Member
Transportation and Infrastructure Committee
Washington, D.C. 20515

Dear Chairmen Capito and Graves and Ranking Members Whitehouse and Larsen:

The American Cement Association, National Asphalt Pavement Association, National Ready Mixed Concrete Association, and the National Stone, Sand & Gravel Association are writing to share the perspective of the industries producing the construction materials used to build surface transportation projects. We would like to provide our perspectives on the market-driven innovations occurring in the construction materials space and how these innovations can be advanced through surface transportation reauthorization. Our industries are investing in the development of innovative construction materials and we are concerned with proposals that seek to unnecessarily utilize taxpayer dollars on new programs that will undermine our goal of advancing the sustainability of our built environment without sacrificing cost or performance.

Industry-Led Efforts are Delivering Results

In 2020, approximately three percent of the cement used across the country was blended cements, compared to approximately 65 percent in June 2025. Blended cements reduce embodied carbon by between 10 percent and 25 percent and industry is pursuing further reductions. These lower carbon, blended cements are used in concrete mixes to build concrete components of surface transportation infrastructure, including roadways, bridges, culverts, pipes, transit, and ports. Blended cements reduce the embodied carbon of concrete products by decreasing the amount of clinker in the cement and concrete mixes through the incorporation of supplementary cementitious materials such as limestone, fly ash, slag, and pozzolans. Blended cements extend the nation’s domestic cement supply and support the circular economy by utilizing industrial by-products such as fly ash and slag.



Over the past 20 years, the production and use of reclaimed asphalt pavement (RAP) has increased, raising the national average to about 21 percent of mixtures. Annually, more than 90 million tons of RAP are deployed through the national roadway network. RAP is the #1 most recycled product by rate in the U.S. and the world, with millions of tons reused annually in new asphalt mixes, making it a highly sustainable and common construction material.

For both blended cements and RAP, there has been extensive research, development, and deployment to meet the needs of the marketplace, including vast utilization in surface transportation projects without sacrificing performance or durability.

Policies Advancing Market-Driven Results

Our industries encourage Congress to rely on existing programs, including the Federal Highway Administration (FHWA) Center for Accelerating Innovation, Every Day Counts and AID-PT that have allowed our industries to drive innovation. We have the capacity and willingness to increase the production and utilization of innovative construction materials. For this reason, we encourage the next surface transportation reauthorization to consider ways to expand the use of innovative materials in partnership with State Departments of Transportation (DOT). For example, surface transportation reauthorization should incentivize State DOTs and other federal-aid highway funding recipients to use mixes that incorporate market-ready innovative construction materials.

Additionally, as further market-driven innovations occur in asphalt and concrete mixes, the surface transportation reauthorization should encourage the FHWA to work with State DOTs to accelerate the adoption of new asphalt and concrete mixes.

- **Balanced Mix Design and Performance-Engineered Mixtures**

The surface transportation reauthorization should utilize existing programs to promote balanced mix design for asphalt pavements and performance-engineered mixtures for concrete pavements, which both involve optimizing the asphalt mix and concrete mix for their specific application. Both balanced mix design and performance-engineered mixtures have undergone extensive research, development and deployment, demonstrating that their use maximizes pavement performance.



- **Restoring State Flexibility in Project Choice**

Some states are actively pursuing innovations for construction materials that advance sustainability, reduce embodied carbon and extend durability all while keeping high performance standards. Yet in the case of the federal Carbon Reduction Program (23 U.S.C. 175), states are limited to a list of eligible projects that excludes many innovative pavement technologies, including designs, materials and practices that achieve these metrics. We support states' flexibility to select projects that use pavement technologies, designs, materials, and practices that advance their own sustainability goals while not sacrificing quality or performance. Program eligibility should support procurement of balanced mix design testing equipment.

Oppose Advanced Market Commitment Authority

The construction materials industries are driving innovation across the aggregates, asphalt, cement and concrete markets and have a leading role in advancing innovation while maintaining safety and performance to deliver surface transportation projects across the nation.

Our industries are committed to providing customers with high-quality, consistent products that meet State DOT procurement requirements and AASHTO performance specifications. Our expert technical teams, in close collaboration with our customers, produce innovations that enhance our portfolios of sustainable products and services, and continuously pursue opportunities to improve sustainability throughout the entire product life cycle.

Therefore, we oppose creating a separate, Congressionally-mandated pathway for pavement innovations, including proposed advanced procurement authority for the FHWA. The proposed approach would diverge from the longstanding FHWA–State DOT collaboration that has successfully supported innovation, validation and accelerated deployment. FHWA’s existing innovation programs provide essential validation, documentation, and testing functions and are open to all pavement innovations. Maintaining this effective structure will better support continued market-driven innovation than establishing an advanced procurement authority for potential products.



Conclusion

We look forward to collaborating on a surface transportation reauthorization that advances market driven innovations in the construction materials space. As we have highlighted, there are opportunities to support State-driven demand and private, unsubsidized industry-led innovations in construction materials and products.

Thank you for your consideration.

Sincerely,

American Cement Association
National Asphalt Pavement Association
National Ready Mixed Concrete Association
National Stone, Sand & Gravel Association