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EMPLOYEES' RETIREMENT SYSTEM  
HAWAII EMPLOYER-UNION HEALTH BENEFITS TRUST FUND  
OFFICE OF THE PUBLIC DEFENDER

**STATE OF HAWAII**  
**DEPARTMENT OF BUDGET AND FINANCE**  
*Ka 'Oihana Mālama Mo'ohelu a Kālā*  
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ADMINISTRATIVE AND RESEARCH OFFICE  
BUDGET, PROGRAM PLANNING AND MANAGEMENT DIVISION  
FINANCIAL ADMINISTRATION DIVISION  
OFFICE OF FEDERAL AWARDS MANAGEMENT

TESTIMONY BY SETH S. COLBY, Ph.D.  
ACTING DIRECTOR, DEPARTMENT OF BUDGET AND FINANCE  
TO THE SENATE COMMITTEE ON LABOR AND TECHNOLOGY  
ON  
SENATE BILL NO. 2388

**February 4, 2026**  
**3:01 p.m.**  
**Room 225 and Videoconference**

RELATING TO PUBLIC EMPLOYMENT

The Department of Budget and Finance strongly opposes this bill.

Senate Bill No. 2388 amends Chapter 89-9, HRS, to allow public employee organizations to negotiate retirement benefits.

First, the bill is inconsistent with Chapter 88-99, HRS, which provides that there shall be no benefit enhancements to retirement benefits for any group of members, including any reduction of retirement age, until such time as the actuarial value of the system's assets is 100% of the system's actuarial accrued liability. The State's pension unfunded liability remains a serious concern. The State has a long-term plan to address that liability, but this bill would significantly disrupt those plans and make it almost impossible to control the State's unfunded pension liability.

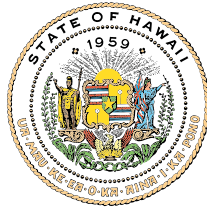
In addition, allowing each bargaining unit to negotiate its own benefits could essentially create 15 different pools of employees, increasing administrative complexity of the Employees' Retirement System. Each negotiating team would need to be advised or trained on retirement benefit matters, including compliance with federal requirements.

Finally, for many bargaining units, arbitration is part of the resolution process. Allowing arbitration panels to decide matters relating to retirement benefits is fraught with uncertainty. Arbitration panels are tasked to consider the employer's ability to pay and overall economic conditions. Panels often fail to grasp the complexities of the State budget, and under the provisions of this measure, they would also need to become experts in retirement plan design. While difficult fiscal conditions can make it challenging to reach resolutions in collective bargaining (CB) negotiations, altering the current process by allowing binding arbitration would take this critical decision out of the hands of elected leaders and put it in the hands of unelected and unaccountable arbitrators. While the Legislature would still have the authority to reject an arbitration award, it appears all cost items would be rejected, not just retirement benefits. This bill could result in the Legislature facing a choice of fully conceding control of this significant portion of the budget to arbitration panels or risk unending CB negotiations.

Thank you for your consideration of our comments.

JOSH GREEN, M.D.  
GOVERNOR

SYLVIA LUKE  
LIEUTENANT GOVERNOR



KALBERT K. YOUNG  
EXECUTIVE DIRECTOR

GAIL STROHL  
DEPUTY EXECUTIVE DIRECTOR

**STATE OF HAWAII  
EMPLOYEES' RETIREMENT SYSTEM**

**TESTIMONY BY KALBERT YOUNG  
EXECUTIVE DIRECTOR, EMPLOYEES' RETIREMENT SYSTEM  
STATE OF HAWAII  
TO THE SENATE COMMITTEE ON LABOR AND TECHNOLOGY  
ON  
SENATE BILL NO. 2388**

**February 4, 2026**

**3:01 PM**

**Conference Room 225 and VIA Videoconference**

RELATING TO PUBLIC EMPLOYMENT.

Chair Elefante, Vice Chair Lamosao, and Members of the Committee,

SB 2388 proposes to amend Hawaii Revised Statutes (HRS) § 89-9 to allow public employee organizations to negotiate retirement benefits. The Employees' Retirement System (ERS) Board of Trustees has not had a chance to review the bill, but the ERS staff firmly believes it would oppose this bill. Any allowance of retirement benefits to be negotiated through separate collective bargaining agreements would cede control over the plan's benefits, liabilities, contributions and funding levels to the detriment of the plan's sustainability, both legally and fiscally.

The ERS staff believes that allowing any of the 15 bargaining units of the employee organizations and five employers (State and four counties) to each separately negotiate benefits to be paid by the ERS under each of the four plans of member classes (two of which have two tiers), would pose negative implications for the sustainability of the plan, prove administratively burdensome and expensive but more importantly place at risk the plan's IRS qualified status.



**Employees' Retirement System**  
of the State of Hawaii

The general administration and operation of the ERS is vested in the ERS's Board of Trustees. The determination of plan benefits and contribution rates is vested with the legislature. The ERS, its plan and retirement benefits for State and county employees are governed by HRS Chapter 88, Hawaii Administrative Rules Title 6 and Internal Revenue Code (IRC) § 401(a). ERS statutes and administrative rules currently establish the classes of employees along with requirements for each class of employee, including membership, membership tier, employee contributions, employer contributions, accrual of service credits, included earnings, parameters for retirement eligibility and calculation of benefits. The proposed bill places no limits as to what aspect of ERS retirement benefits or service accrual may be negotiated separately by the current 15 bargaining units of the employee organizations and five employers.

Allowing those aspects of ERS retirement benefits identified above to be modified by separate negotiations between each collective bargaining unit and each employer, could create inequities among the employees in each of the ERS's classes of employees. The ERS would have difficulty administering the different benefit structures that result from collective bargaining within any of the plans for the classes and meeting any accompanying need for additional staff and resources. Changes to ERS's pension processing system would also result in additional costs.

Allowing those aspects of ERS retirement benefits identified above, to be determined and/or modified by separate negotiations between individual employees and their respective employer (pursuant to grievance procedures set forth in collective bargaining agreements), may violate the HRS § 88-99 moratorium on benefit enhancements, which states: "There shall be no benefit enhancements under this chapter for any group of members, including any reduction of retirement age, until such time as the actuarial value of the system's assets is one hundred per cent of the system's actuarial accrued liability."

The current requirements for included earnings and the calculation of benefits in the statutes factor into efforts by the ERS and the State to reach full funding (100%) of the plan in 2046. The ERS's Unfunded Actuarial Accrued Liability is \$14.4 billion as of June 30, 2025, and its actuarial funded ratio is 63.6%. The ERS has improved its funded ratio from a low of 54.7% in 2016 with the current membership, contribution, eligibility, and benefit requirements in place. Notable changes made by the Legislature to increase contribution rates and to lower benefits for employees hired after June 30, 2012, have significantly contributed to the lowering the of the plan's unfunded liability.

The ERS is a tax-qualified governmental retirement plan under the Internal Revenue Code ("IRC"). See H.S.C.R. No. 343 (2011) ("Hawaii's ERS is currently a tax-qualified retirement plan under the IRC"); see *also* HRS § 88-22.5 ("the [ERS] shall be administered in accordance with the requirements of section 401(a)... of the Internal Revenue Code of 1986, as amended"); and Stand. Comm. Rep. No. 692, in 2004

Senate Journal, at 1359 (indicating HRS § 88-22.5 was enacted “to ensure that the tax-qualified status of the [ERS] is not placed in jeopardy”).

Allowing those aspects of ERS retirement benefits identified above to be administered in accordance with negotiations between collective bargaining units (or individual employees, pursuant to grievance procedures set forth in collective bargaining agreements) and employers, places the ERS’s tax-qualified status at risk for violation of a significant number of IRS rules and regulations. Amongst them would be the plan document rule, which requires that qualified plans be administered in accordance with the terms of its plan documents, the “definitely determinable” benefits rule and the IRS prohibition against “cash or deferred” provisions in qualified retirement plans.

If there are collective bargaining agreements that conflict with the terms of the ERS plan document at HRS Chapter 88, benefits may not meet the definitely determinable benefits requirements established by the IRS.

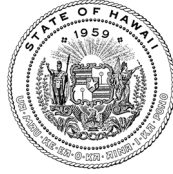
Thus, the ERS has significant concerns regarding the potential negative impact of SB 2388 on the ERS’s status as a qualified governmental plan under the Internal Revenue Code. The ERS has consulted with its tax counsel regarding the potential negative impact of SB 2388 on the ERS’s tax qualified status and they have indicated in writing that they share our concerns.

Accordingly, the ERS believes the long-term sustainability of the plan is best served by the statutory scheme and governance structure currently in place as set forth in HRS Chapter 88.

Thank you for the opportunity to provide testimony on SB 2388.

**JOSH GREEN, M. D.**  
GOVERNOR  
KE KIA'ĀINA

**SYLVIA LUKE**  
LT. GOVERNOR  
KA HOPE KIA'ĀINA



**J.N. MUSTO, PhD**  
CHIEF NEGOTIATOR  
KE PO'O KUKAKUKA

**STATE OF HAWAII | KA MOKU'ĀINA O HAWAII**  
**OFFICE OF COLLECTIVE BARGAINING**  
**KE KE'ENA MĀLAMA LIMAHANA AUPUNI**  
**OFFICE OF THE GOVERNOR**  
**KE KE'ENA O KE KIA'ĀINA**  
235 S. BERETANIA STREET, SUITE 1201  
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Statement of  
**J.N. Musto, PhD**  
Chief Negotiator, Office of Collective Bargaining

Before the  
**SENATE COMMITTEE ON LABOR AND TECHNOLOGY**  
Wednesday, February 4, 2026  
3:01PM  
State Capitol, Conference Room 225

In consideration of  
**SB2388, RELATING TO PUBLIC EMPLOYMENT**

Chair Elefante, Vice Chair Lamosao, and the members of the committee:

The Office of Collective Bargaining (OCB) appreciates the intent of SB2388 which allows public employee organizations to negotiate retirement benefits. However, OCB respectfully opposes this measure for the following reasons:

- Currently, retirement benefits are determined by the Employees Retirement System (ERS) by statute. Changes to the retirement statute, existing administration and infrastructure may be required.
- The complexity of having to administer multiple retirement benefits based on variations between bargaining units and for each collective bargaining agreement (cba) period would require a redesign of the administrative and operations infrastructure.
- Besides allowing active employees to negotiate retirement benefits, consideration will need to be given how retiree health benefit plans will be funded.
- Three (3) bargaining units (i.e., units 1, 5, and 7) do NOT have an impasse procedure ending in a final and binding arbitration. The UPW workers, the HSTA teachers, and the University of Hawai'i Faculty Members have the legal right to strike.

Thank you for the opportunity to provide testimony on this measure. We are available to answer any questions or provide further information as needed.



The Senate Committee on Labor and Technology

February 4, 2026

Room 225

3:01 PM

**RE: SB 2388, Relating to Public Employment**

Attention: Chair Brandon J.C. Elefante, Vice Chair Rachele Lamosao and  
Members of the Committee

The University of Hawaii Professional Assembly (UHPA), the exclusive bargaining representative for all University of Hawai'i faculty members across Hawai'i's statewide 10-campus system, **supports SB 2388**.

Under current state law, public employers and exclusive representatives are strictly prohibited from negotiating retirement benefits. This bill removes that statutory exclusion, thereby allowing retirement benefits to be bargained for in the same manner as wages, hours, and other terms of employment. We support this measure because enabling the parties to negotiate retirement benefits provides the flexibility needed to create more comprehensive and competitive compensation packages. This change is essential and will assist in the recruitment and retention of high-quality faculty members.

**UHPA supports the passage of SB 2388.**

Respectfully submitted,

Christian L. Fern  
Executive Director  
University of Hawaii Professional Assembly

University of Hawaii  
Professional Assembly



## UNITED PUBLIC WORKERS

AFSCME Local 646, AFL-CIO

### THE SENATE KA 'AHA KENEKOA

### THE THIRTY-THIRD LEGISLATURE REGULAR SESSION OF 2026

#### COMMITTEE ON LABOR AND TECHNOLOGY

Senator Brandon J.C. Elefante, Chair  
Senator Rachele Lamosao, Vice Chair

Wednesday, February 4, 2026, 3:01 PM  
Conference Room 225 & Videoconference

#### Re: **Testimony on SB2388 – RELATING TO PUBLIC EMPLOYMENT**

Chair Elefante, Vice Chair Lamosao, and Members of the Committee:

The United Public Workers, AFSCME Local 646, AFL-CIO ("UPW") is the exclusive bargaining representative for approximately 14,000 public employees, which includes blue collar, non-supervisory employees in Bargaining Unit 1 and institutional, health, and correctional employees in Bargaining Unit 10, in the State of Hawaii and various counties.

UPW **strongly supports** HB2388, which allows public employee organizations to negotiate retirement benefits.

For the past several years, the Legislature has sought answers from the Department of Human Resources Development ("DHRD") about what is collectively being done to fill the State's vacant positions. Simultaneously, similar questions are being asked of DHRD's counterparts at the county level. While State and county agencies have taken steps to strengthen their ability to attract new employees (e.g., recruitment bonuses), UPW believes improving retention has generally relied upon hypothetical repricing scenarios and unproductive discussions about longevity bonuses for longtime public employees.

While some county governments, with the hope to improve recruitment and retention, have proposed statutory changes to restore retirement benefits that were previously available to specific groups of employees (e.g., police officers), there has been no significant, widespread effort to utilize retirement benefit enhancements to retain public workers. This is because there has been a moratorium on retirement benefit enhancements since 2011. Section 88-99, Hawaii Revised Statutes ("HRS"), states, "[t]here shall be no benefit enhancements under this chapter for any group of members, including any reduction of retirement age, until such time as the actuarial value of the system's assets is one hundred per cent of the system's actuarial accrued liability." As a result, the Employees' Retirement System

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("ERS"), has opposed all recent legislation that proposed to improve retirement benefits, in part, due to this statutory provision.

Retirement benefits are currently excluded from the scope of collective bargaining negotiations. We believe this bill would allow exclusive representatives the ability to negotiate better retirement benefits without violating the moratorium prescribed in Section 88-99, HRS.

Mahalo for the opportunity to testify on this measure. We humbly ask the committee to pass this measure.

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## HAWAII GOVERNMENT EMPLOYEES ASSOCIATION

AFSCME Local 152, AFL-CIO

RANDY PERREIRA, Executive Director • Tel: 808.543.0011 • Fax: 808.528.0922

The Thirty-Third Legislature, State of Hawaii  
The Senate  
Committee on Labor and Technology

Testimony by  
Hawaii Government Employees Association

February 4, 2026

### S.B. 2388 — RELATING TO PUBLIC EMPLOYMENT

The Hawaii Government Employees Association, AFSCME Local 152, AFL-CIO supports the purpose and intent of S.B. 2388 which allows public employers and exclusive representatives of bargaining units to negotiate certain retirement benefits.

Our state's retirement benefits used to be one of the primary reasons why individuals sought a career in public service. However, over time our state's retirement plan has diminished for new employees. For the state to become a competitive employer they must take a holistic approach in respect to an employee's retirement plan, particularly for future employees and generations. The newer generation may think differently about retirement, and it may be important for the state to work with public sector unions to develop retirement benefits that would be appealing and attractive to them, but also cost effective for the state. The topic about retirement benefits for future employees at least warrants a conversation between public sector unions and the state.

Thank you for the opportunity to provide testimony in support of S.B. 2388.

Respectfully submitted,

Randy Perreira  
Executive Director