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STATE OF HAWAI'I | KA MOKU'ĀINA 'O HAWAI'I
DEPARTMENT OF TRANSPORTATION | KA 'OIHANA ALAKAU
869 PUNCHBOWL STREET
HONOLULU, HAWAII 96813-5097

Wednesday, February 25, 2026
10:57 AM
State Capitol, 211

SB2987, SD1
RELATING TO LIGHT POLLUTION

Senate Committee on Ways and Means

The Department of Transportation (DOT) supports this measure that establishes outdoor light fixture requirements throughout the state.

As an agency responsible for numerous outdoor lighting installations across the state's transportation infrastructure, including highways, airports, and ports, the DOT recognizes the impacts of necessary light pollution but must manage lighting needs for safety in transportation. Highways, airports, and ports facilities need to be always illuminated, so a lighting curfew is both impractical and unsafe. Further, the costs of retrofitting or replacing the thousands of DOT light fixtures to be compliant with these requirements are prohibitive. We estimate these retrofit and replacement costs for the Daniel K. Inouye International Airport alone will be at least $100 million. The estimated costs to retrofit highway street lighting will cost at least $15 million. If highway lighting does not meet the requirements of the American Association of State Highway and Transportation Officials' Roadway Lighting Design Guide DOT would be subject to litigation should crashes or fatalities occur.

In considering these points, DOT appreciates the inclusion of the language in the S.D. 1 that exempts DOT outdoor lighting fixtures from these requirements. Without this amendment, highways will be less safe at night, airports operations will be severely and negatively impacted, and the State's supply chain and port operations will be less efficient and increase the cost of transport of goods.

Thank you for the opportunity to provide testimony.

JOSH GREEN, M.D.
GOVERNOR

KEITH T. HAYASHI
SUPERINTENDENT

STATE OF HAWAI`I
DEPARTMENT OF EDUCATION
KA ʻOIHANA HOʻONAʻAUAO
P.O. BOX 2360
HONOLULU, HAWAI`I 96804

Date: 02/25/2026
Time: 10:57 AM
Location: CR 211 & Videoconference
Committee: WAM

Department: Education

Person Testifying: Keith T. Hayashi, Superintendent of Education

Title of Bill: SB2987, SD1, RELATING TO LIGHT POLLUTION.

Purpose of Bill: Beginning 7/1/2027, establishes outdoor light fixture requirements throughout the State. Effective 7/1/2050. (SD1)

Department's Position:

The Hawaii State Department of Education (Department) appreciates the opportunity to offer testimony in support of SB 2987 SD1, with comments.

The Department fully supports the intent of SB 2987 SD1, to protect Hawaii's natural habitat, including seabirds, sea turtles, pollinators, bats, and coral reefs, and to respect and maintain native Hawaiian cultural practices and traditions. The Department manages 258 public school facilities statewide, many of which are located near the state's most pristine coastline or in hilly terrain. The Department recognizes that its outdoor lighting can inadvertently impact native wildlife and the environment.
The Department offers the following comments to ensure that the transition to safer lighting is sustainable, safer for our students, and financially responsible, while still supporting the intent of this bill:

- The Department supports the requirement for downward-facing, shielded fixtures and the use of warm-colored LED lights. While reducing light pollution is crucial, school campuses must remain safe and secure for evening educational activities and custodial services. The Department would support the use of motion sensors that keep lights off or dimmed during late-night hours, while providing directional, full illumination when necessary for safety.
- The Department requests that the implementation timeline for its compliance with this bill be tied to appropriate funding for design and/or installation, to allow for the replacement of fixtures upon natural breakage and during scheduled infrastructure upgrades. To avoid impacting existing school needs, please consider appropriations that do not impact existing Department requests to avoid significant unfunded budgetary impacts on public school operations.

While we appreciate the committee's consideration of its request for a full exemption as provided on Page 4, Paragraph e, the Department respectfully asks that the exemption not be subject to the time constraints provided by the amendment in

Paragraph d, and instead be applied on an ongoing basis to outdoor lighting fixtures used for school and public safety, campus security, emergency response and other authorized activities as school campuses are often used as civil defense shelters in times of natural disasters and emergencies.

The Department is committed to acting as a responsible environmental partner to protect Hawaii's unique biodiversity. With reasonable timeframes and resources to convert existing infrastructure, the Department believes this bill can protect Hawaii's natural habitat while maintaining safe, well-lit environments for our students and staff. Thank you for this opportunity to provide testimony in support of SB 2987 SD1, with comments.

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Myles Ritchie, PhD
Programs Director

Keeping Hawai'i clean, green and beautiful since 1912

February 24, 2026

Re: Support of SB2987 SD1— Relating To Light Pollution (with clarifying amendments)

Dear Chair Dela Cruz and Members of the Committee:

The Outdoor Circle in strong support of SB2987 **SD1 with recommended amendments** to ensure that this bill fully delivers on its objectives.

For more than a century, The Outdoor Circle's adopted public policies have supported efforts to protect and enhance the natural environment and quality of life for Hawai'i's residents — including controlling the spread of nighttime lighting from adjacent buildings and other sources.

Poorly designed outdoor lighting — unshielded fixtures, excessive brightness, and uncontrolled light spill — produces glare, wastes energy, disrupts sensitive wildlife behavior, and degrades the nighttime environment without improving safety. The solutions are well understood: direct light only where it is needed, properly shield fixtures, and limit unnecessary illumination.

SB2987 SD1 reflects these recognized practices. By establishing performance-based standards, limiting correlated color temperature, requiring shielding to prevent glare and light trespass, and incorporating dimming or curfew controls where appropriate, the bill provides a thoughtful and modern framework for reducing light pollution statewide.

We strongly support these provisions.

However, to ensure the measure remains fully aligned with Hawai'i's longstanding commitment to protecting scenic integrity and preventing visual pollution, we respectfully urge the Legislature to address two areas of concern.

Advertising Lighting and Searchlights

The purpose of SB2987 SD1 is to reduce unnecessary light pollution. Lighting designed primarily to attract attention for promotional purposes — including advertising searchlights and similar high-intensity beam devices — is fundamentally inconsistent with that goal.

Searchlights are not functional safety lighting. They are engineered to project light into the sky to draw attention. Their operation contributes directly to skyglow and visual clutter and undermines the bill's environmental objectives.

1314 S. King Street #306 | Honolulu, Hawai'i 96814
T: 808-593-0300 | mail@outdoorcircle.org | www.outdoorcircle.org

Similarly, the creation or expansion of categories of illuminated outdoor advertising lighting risks establishing a promotional carve-out within a bill intended to limit excess illumination.

The Outdoor Circle respectfully urges the Legislature to:

• Prohibit the use of searchlights or similar attention-attracting beam devices for advertising or promotional purposes; and
• Clarify that this measure does not authorize or expand categories of outdoor advertising lighting beyond what is strictly necessary for safety or essential operations.

Without this clarification, there is a risk that the bill could inadvertently legitimize or expand lighting forms that run counter to its stated purpose.

Hawai‘i has, for generations, taken care to prevent the incremental commercialization of its shared visual environment. SB2987 should reinforce that tradition and not create ambiguity around it.

Statewide Applicability

SB2987 SD1 currently exempts counties with populations under 100,000. This could result in uneven protections across islands and leave significant portions of the state without the benefit of a consistent baseline standard.

Light pollution does not stop at county lines, and wildlife and coastal ecosystems exist statewide.

We respectfully encourage the Legislature to ensure that SB2987 establishes a uniform statewide baseline, while preserving each county’s authority to adopt more protective standards if it chooses.

With the targeted refinements outlined above, SB2987 SD1 will more fully realize its intent and strengthen Hawai‘i’s leadership in responsible nighttime lighting.

For these reasons, The Outdoor Circle strongly supports SB2987 SD1, provided these clarifications are adopted.

The Outdoor Circle appreciates the Legislature’s continued commitment to keeping Hawai‘i clean, green, and beautiful.

Thank you for your consideration of this testimony.

Respectfully,

Winston Welch, Executive Director

1314 S. King Street #306 | Honolulu, Hawai‘i 96814
T: 808-593-0300 | mail@outdoorcircle.org | www.outdoorcircle.org

HAWAII STATE SENATE
COMMITTEE ON WAYS & MEANS
Conference Room 211
State Capitol
10:57 AM

February 25, 2026

Subject: SB 2987 - RELATING TO LIGHT POLLUTION

Chair Dela Cruz, Vice Chair Moriwaki, and members of the Committee:

My name is Roseann Freitas, CEO of the Building Industry Association of Hawaii (BIA-Hawaii). Chartered in 1955, the Building Industry Association of Hawaii is a professional trade organization affiliated with the National Association of Home Builders, representing the building industry and its associates. BIA-Hawaii takes a leadership role in unifying and promoting the interests of the industry to enhance the quality of life for the people of Hawaii. Our members build the communities we all call home.

BIA-Hawaii offers the following testimony in opposition to SB 2987, Relating to Light Pollution. This bill establishes outdoor light fixture requirements throughout the State.

We understand that the intent of this bill may be to protect the natural resources and wildlife, and the building industry supports reasonable, clearly defined standards that reduce unnecessary light pollution while still allowing homes, businesses, and public facilities to be safely constructed and occupied. However, as currently written, SB 2987 is overly broad and creates significant uncertainty for property owners, builders, designers, and permitting agencies. The bill does not provide a sufficiently narrow or technical definition of “outdoor lighting.” Without clear limitations, the term could be interpreted to include ordinary residential fixtures such as porch lights, entryway lighting, garage lights, and security/safety lighting.

We appreciate the opportunity to provide our comments on this matter.

TESTIMONY OF TINA YAMAKI, MANAGING DIRECTOR
HAWAII TRANSPORATION ASSOCIATON
FEBRUARY 25, 2026
SB 2987 SD1 RELATING TO LIGHT POLLUTION.

Aloha Chair Dela Cruz and members of the Senate Committee on Ways and Means. I am Tina Yamaki, Managing Director of the Hawaii Transportation Association and I appreciate this opportunity to testify.

The Hawaii Transportation Association (HTA) was founded in 1938 and incorporated in 1963, and is a private, non-profit trade organization dedicated to the service and assistance to the commercial ground transportation industry in the State of Hawaii. Our members include family owned small and medium sized businesses, independent owner operators, and national motor carriers range from delivery services to passenger carriers - as well as allied industry partners.

We understand the rationalization of this measure that requires beginning 7/1/2027, establishes outdoor light fixture requirements throughout the State, and is effective 7/1/2050. (SD1).

While we are in support of our environment and native wildlife, we do not support this bill as we have concerns regarding this measure.

There has to be a balance between the safety of the environment and our businesses. Many of our members are next to ports and freight yards, warehouses and logistics that are **NOT** all located in a commercial harbor area. **We depend on good lighting to be in compliance with OSHA rules and regulations, to operate at night** as well as to deter theft and other illegal activities. **These retrofits will conflict with workplace safety and productivity.**

We also have concern as to **how this will be enforced as it is our understanding that some expertise is needed to measure things like lumens, kelvin ratings and shielding angles.**

To change our or to retrofit outdoor light fixtures will place a financial burden on many of our small mom & pop businesses, that are our members. Full cut-off shielding, spectrum LEDs, lower Kelvin ratings (≤2200–2700K) often mean full fixture replacement, not just changing a bulb. This would also include hundreds of pole mounted luminaires, yard and perimeter security lighting at warehouses and logistic yards. Should these businesses compensate by installing more fixtures at lower intensity, this would offset any expected energy savings and increase capital outlay.

The cost will most likely be passed on to the our customers – wholesalers, retailers… who will eventually pass that cost to the consumer who will now be paying more for their groceries, building supplies, clothing and other goods.

Mahalo for this opportunity to comment.

P.O. Box 30166 ● Honolulu, HI 96820 | (808) 833-6628 | tina@htahawaii.org

SB-2987-SD-1
Submitted on: 2/23/2026 11:15:22 PM
Testimony for WAM on 2/25/2026 10:57:00 AM

Submitted By	Organization	Testifier Position	Testify
Johnnie-Mae L. Perry	Individual	Support	Written Testimony Only

Comments:

I, Johnnie-Mae L. Perry, Support

2987 SB RELATING TO LIGHT POLLUTION.

To: Senator Donovan M. Dela Cruz, Chair
Senator Sharon Y. Moriwaki, Vice Chair
Committee on Ways and Means

From: Veronica Moore, Individual Citizen

Date: February 24, 2026

RE: Senate Bill 2987 SD1
Measure Title: RELATING TO LIGHT POLLUTION.
Report Title: Light Pollution; Outdoor Light Fixtures; Requirements

To All Concerned,

My name is Veronica Moore and I support Senate Bill 2987 SD1. Thank you for your consideration.

Sincerely,

Veronica M. Moore

JOSH GREEN, M.D.
GOVERNOR | KE KIAʻĀINA

SYLVIA LUKE
LIEUTENANT GOVERNOR | KA HOPE KIAʻĀINA

STATE OF HAWAIʻI | KA MOKUʻĀINA ʻO HAWAIʻI
DEPARTMENT OF LAND AND NATURAL RESOURCES
KA ʻOIHANA KUMUWAIWAI ʻĀINA
P.O. BOX 621
HONOLULU, HAWAII 96809

DAWN N.S. CHANG
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AQUATIC RESOURCES
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HISTORIC PRESERVATION
KAHOOLAWE ISLAND RESERVE COMMISSION
LAND
STATE PARKS

Testimony of
RYAN K.P. KANAKAʻOLE
Acting Chairperson

Before the Senate Committees on
WAYS AND MEANS

Wednesday, February 25, 2026
10:57 AM
State Capitol, Conference Room 211

In consideration of
SENATE BILL 2987, SENATE DRAFT 1
RELATING TO LIGHT POLLUTION

Senate Bill 2987, Senate Draft 1, establishes outdoor light fixture requirements across the state starting July 1, 2027. **The Department of Land and Natural Resources (Department) offers the following comments on this measure.**

The Department recognizes the importance of dark skies for Hawaii's residents and wildlife. Artificial light pollution impacts wildlife, including seabirds and turtles, and disrupts astronomy, stargazing, and cultural traditions.

The Department recommends removing lines 5-6, page 8 (section (l)(2)):

[~~(2) This section shall not apply to counties with populations of less than one hundred thousand persons.~~]

This provision excludes the County of Kauaʻi. Notably, the County of Kauaʻi supports about 90 percent of the remaining ʻAʻo (Newell's shearwater) population, a species listed as threatened under both state and federal law. Since 1993, the population has declined by roughly 94 percent and remains highly vulnerable to collisions with structures because of disorientation caused by artificial lighting. Eight entities, including the County of Kauaʻi, have entered a Habitat Conservation Plan to reduce lighting impacts on this species, but light attraction on the island still poses a significant threat. Establishing consistent lighting requirements for all entities on Kauaʻi would help support the continued survival of this species, because about 90 percent of the remaining global population is on Kauaʻi today. Additionally, implementing these requirements statewide would provide more comprehensive protection for sensitive species and ensure fair benefits for all residents and ecosystems across Hawaiʻi.

The Department recommends technical edits to lines 3 to 5, page 6, be amended as follows:

(B) Has a maximum ANSI/IES Uplight Rating of U0 and a maximum glare rating of [~~B1~~] G1 per ANSI/IES TM-15-20, unless otherwise stated;

The Department recommends technical edits to lines 4 to 7, page 7, be amended as follows:

(j) Bollards shall have a maximum light output of 1,000 lumens and the ANSI/IES Glare Rating of [~~B0.~~] G0. All bollards that face the shoreline shall be shielded so that the light source is:

The Department strongly supports efforts to reduce light pollution and protect dark skies across the State, as outlined in this measure.

Mahalo for the opportunity to comment on this measure.

BOMA HAWAII
Building Owners and Managers Association

Advancing the Commercial Real Estate Industry through Education, Networking and Advocacy

Date: February 25, 2026
To: Senate Ways and Means Committee
Place: Conference Room 211
RE: SB 2987, SD1, Relating to Light Pollution

Aloha Chair Dela Cruz, Vice Chair Moriwaki, and members of the committee,

Thank you for the opportunity to submit testimony on SB 2987, SD1, Relating to Light Pollution.

On behalf of the Building Owners and Managers Association Hawaii, we respectfully oppose this measure. While we appreciate the intent to address light pollution, commercial property owners and managers have a fundamental obligation to maintain safe premises for tenants, employees, residents, and the public. Adequate exterior lighting plays a critical role in deterring crime, reducing vandalism, supporting security camera visibility, and promoting pedestrian safety in parking areas, loading zones, and building entrances. In a state where many businesses operate during early morning and evening hours, overly restrictive lighting standards could unintentionally compromise safety and increase liability risks for property owners who are expected to provide reasonably secure environments.

We are also concerned about the financial impact of prescriptive lighting mandates. Retrofitting existing properties to comply with new technical standards can require substantial capital investment in fixtures, shielding, controls, and design service, costs that ultimately affect tenants, small businesses, and housing affordability. A one-size-fits-all regulatory approach may undermine those investments and impose duplicative expenses without clear evidence of improved outcomes. We respectfully urge the Committee to consider flexible, performance-based standards that allow property owners to promote public safety, deter crime, and manage costs responsibly while still addressing legitimate environmental concerns.

Mahalo for the opportunity to testify on this important measure.

DEPARTMENT OF DESIGN AND CONSTRUCTION
KA ʻOIHANA HAKULAU A ME KE KĀPILI
CITY AND COUNTY OF HONOLULU

650 SOUTH KING STREET, 11TH FLOOR • HONOLULU, HAWAIʻI 96813
PHONE: (808) 768-8480 • FAX: (808) 768-4567 • WEBSITE: honolulu.gov

RICK BLANGIARDI
MAYOR
MEIA

HAKU MILLES, P.E.
DIRECTOR
PO'O

MARK YONAMINE, P.E.
DEPUTY DIRECTOR
HOPE PO'O

February 23, 2026

The Honorable Donovan M. Dela Cruz, Chair
The Honorable Sharon Y. Moriwaki, Vice-Chair
and Members of the Committee on Ways and Means
The Senate
State Capitol, Conference Room 211 & Videoconference
415 South Beretania Street
Honolulu, Hawaiʻi 96813

Dear Chair Dela Cruz, Vice-Chair Moriwaki and Members:

SUBJECT: Senate Bill No. 2987, SD1
Relating to Light Pollution

The Department of Design and Construction (DDC) **strongly opposes** Senate Bill No. 2987, SD1 in its current form, with the exception of extending the effective date to July 1, 2050. The purpose of this bill is to implement the recommendations of the statewide dark skies protection strategy developed by the Dark Night Skies Protection Advisory Committee ("Committee") for all State agencies.

The Committee is made up of technical experts from the fields of wildlife biology, conservation, urban planning, astronomy, law, lighting science, and energy-efficient technology to provide a comprehensive strategy for mitigating light pollution in Hawaiʻi. The Committee met on December 19, 2025 for the sole purpose of adopting their recommendations and forwarding them to the Legislature. The City voted against the adoption of the strategies with reservations. The primary reason for reservations behind the negative vote is that the committee of technical experts did not include representatives from the State and county agencies, in which this measure is aimed. In addition, the committee of technical experts did not include architects and engineers, whose function is to ensure that our buildings, highways and streets, playgrounds and parking lots are properly and appropriately illuminated for the good health and safety of our community.

The bill specifies light fixtures that need to be qualified by the Design Lights Consortium (DLC). Although the DLC is a non-profit organization, lighting manufacturers need to pay the DLC to get their fixtures listed. A member of the DLC was one of the

technical experts that formulated the recommendations. This is arguably a conflict of interest. There are other organizations that also evaluate light fixtures, including the International Dark-Sky Association (IDA) and accredited testing laboratories that test light fixtures in accordance with the requirements of the Illuminating Engineering Society (IES).

We also note that the definition of "glare" in the bill is extremely subjective and is based on individual perception. Glare should be something that is objectively and scientifically measurable. The bill mentions the IES Technical Memorandum TM-15, which specifies the backlight, uplight, and glare (BUG) ratings of light fixtures. The City is recommending the IES rating system be used to determine glare rather than relying on individual perception.

Although the bill does cite TM-15, is the City believes TM-15 is being misapplied. The BUG rating of light fixtures is independent of the correlated color temperature (CCT), dimming capability, and shielding options, although shielding will affect the BUG rating. Another example of misapplication is where the bill cites a "Glare Rating of B0." This is not correct. "B" is the designation for backlight, not glare.

The bill is also mandating dimming requirements for outdoor light fixtures at specific times of the evening. This is very troubling for the City, as our roadways are open 24 hours a day and vehicle accidents can occur at any time. The purpose of street lights is to supplement the headlights from vehicles for the safety of both motorists and pedestrians.

The bill also fails to provide exemptions for temporary lighting needed for construction projects, street lighting, sports lighting, and security lighting meant for public safety.

Further, the bill specifies a certain type of outdoor light fixtures. The City does not have practical experience with these types of fixtures and does not know if these fixtures will meet the IES recommended illumination levels for our lighting applications. More research on this specific product is required.

Based on the numerous technical issues cited above, the DDC **strongly opposes** Senate Bill No. 2987.

However, the DDC supports extending the effective date to July 1, 2050. This will allow the DDC the time necessary to study the narrowband or direct-emission amber light-emitting diodes (LEDs) with optical wavelengths between 380 nanometers to 560 namometers being specified in this bill. The DDC will need to determine which of these LEDs will meet the lighting requirements for the various City facilities. In addition, the DDC will need to determine the cost implications necessary to replace all of our existing LED light fixtures with this specific type. The financial capacity of the City to undertake such a measure is a significant consideration.

Thank you for the opportunity to comment on this measure.

Sincerely,

Haku Milles, P.E., LEED AP
Director

Fraticelli, Chelley

From: Chan, Terry
Sent: Tuesday, February 24, 2026 9:49 AM
To: Lee, Allyn
Cc: Kunioka, Sandra; Li, Yanling; Collado, Fernand Louis; Fraticelli, Chelley; Nakamoto, Kathryn; Milles, Haku; Yonamine, Mark K
Subject: RE: 260224- DDC Testimony SB2987 SD1.MDF.doc
Attachments: 260224- DDC Testimony SB2987 SD1.MDF.doc

Allyn, thank you for clarifying. FYI, I've changed the wording and highlighted it in the attached to reflect MD's comment.

Chelley, please proceed with formatting and routing the letter for signature. Please send me a PDF of the signed letter.

I'll upload upon receipt.

Thank you everyone!

-Terry

From: Lee, Allyn <alee2@honolulu.gov>
Sent: Tuesday, February 24, 2026 9:40 AM
To: Chan, Terry <tchan1@honolulu.gov>
Cc: Kunioka, Sandra <skunioka@honolulu.gov>; Li, Yanling <yanling.li@honolulu.gov>; Collado, Fernand Louis <f.collado@honolulu.gov>; Fraticelli, Chelley <cfraticelli@honolulu.gov>; Nakamoto, Kathryn <kathryn.nakamoto@honolulu.gov>; Milles, Haku <dominic.milles@honolulu.gov>; Yonamine, Mark K <myonamine@honolulu.gov>
Subject: RE: 260224- DDC Testimony SB2987 SD1.MDF.doc

Terry,

Andy Suggs was designated the Mayor's official representative to the Dark Night Skies Protection Advisory Committee. However, he could not attend the December 19, 2025 meeting. Marissa Kunsch of CCSR was then designated to present the City. I participated in the meeting remotely with Marissa. I recommended to Marissa that the City should vote against the report for the reasons stated in the testimony. She voted nay with reservations.

Note that Hawaii County also voted nay. The Hawaii County representative read a statement from their mayor, who cited a recent nighttime MVA that cause a fatality as the reason for the nay vote.

Allyn

From: Chan, Terry <tchan1@honolulu.gov>
Sent: Tuesday, February 24, 2026 9:29 AM
To: Lee, Allyn <alee2@honolulu.gov>
Cc: Kunioka, Sandra <skunioka@honolulu.gov>; Li, Yanling <yanling.li@honolulu.gov>; Collado, Fernand Louis <f.collado@honolulu.gov>; Fraticelli, Chelley <cfraticelli@honolulu.gov>; Nakamoto, Kathryn <kathryn.nakamoto@honolulu.gov>
Subject: FW: 260224- DDC Testimony SB2987 SD1.MDF.doc