

Topic	Comment	Response
Continued need for ENERGY STAR	<p>A brand owner partner expressed concern that ending the ENERGY STAR lighting program will leave consumers with no clear authoritative indication of energy efficiency and quality of performance and also lead to the proliferation of poor quality and potentially unsafe products with false or misleading performance claims.</p> <p>A certification and testing organization commented that consumers' perception of the ENERGY STAR mark has evolved from one based primarily on energy efficiency to also include an assurance of the quality of certified lighting products. Lifetime, color metrics, standby power, start time, and flicker have been the main barriers to entry into the ENERGY STAR program so pointing to LED efficiency alone as justification for sunseting would be a disservice to all that the program has accomplished and recommends that EPA continue the ENERGY STAR lighting program in its entirety.</p> <p>Another certification and testing organization commented that the ENERGY STAR mark indicates a level of quality that is much higher than the low bar of the federal regulations of 45 lumens per watt and that the majority of LED lamps are obtaining double that minimum. Additionally, they expressed concern that in the absence of a national certification program such as ENERGY STAR local jurisdictions will establish their own requirements significantly complicating the testing and certification of compliant products.</p> <p>A sustainability consultant commented that EPA's sunset proposal should not happen because the ENERGY STAR is a trusted symbol of energy excellence that differentiates from those who are greenwashing on packaging or advertising.</p> <p>An LED manufacturer said ENERGY STAR should continue since LED technology matured relatively recently and companies are still innovating.</p> <p>A regional service agency expressed concern about the loss of the ENERGY STAR mark on lighting products because it is a recognizable differentiator of energy efficiency.</p>	<p>Energy conservation is the congressionally mandated directive of the ENERGY STAR program. The ENERGY STAR program was established by EPA in 1992, under the authority of the Clean Air Act Section 103(g) which directs EPA to "develop, evaluate, and demonstrate nonregulatory strategies and technologies for air pollution prevention... such as energy conservation, including end-use efficiency." In 2005, Congress enacted the Energy Policy Act. Section 131 of the Act amends Section 324 of the Energy Policy and Conservation Act, and directed the Environmental Protection Agency and the Department of Energy to implement "a voluntary program to identify and promote energy-efficient products and buildings in order to reduce energy consumption."</p> <p>With the Department of Energy's (DOE's) enforcement of a 45 LPW backstop for general service lamps, LED is the dominant lighting technology, and federal standards prevent the sale of traditional, inefficient lighting sources. As a result, there is no longer any risk for backsliding in efficiency and the limited remaining potential for increased efficiency across most lighting categories no longer justifies the ENERGY STAR lighting program.</p> <p>In addition to efficacy, ENERGY STAR lighting specifications have incorporated a number of quality-related performance requirements to avoid negative consumer experiences that could prevent widespread adoption and undermine potential efficiency gains. Information regarding a range of different performance attributes will remain available to consumers to help inform their bulb purchases. The Federal Trade Commission oversees the Lighting Facts label which communicates lamp performance information, including brightness, estimated yearly energy cost, life, light appearance as the expression of the correlated color temperature, and energy used. The 2007 Energy Independence and Security Act established a minimum Color Rendering Index (CRI) of 80 for nonmodified spectrum lamps (consistent with ENERGY STAR) and directed the US Department of Energy (DOE) to establish test methods for light bulb labeling managed by the US Federal Trade Commission. (FTC) In addition, DOE's proposed federal standards for general service lamps include a new minimum power factor of 0.7 along with a minimum 80 CRI to align with the Energy Independence and Security Act. The proposed DOE rulemaking is open for comment until March 23, 2023, providing stakeholders the opportunity to participate in the development of a national standard for general service lamps (light bulbs).</p>
Alternatives for After the Sunset	<p>An efficiency organization recommends that EPA conduct a market assessment of potential lighting quality backsliding once the ENERGY STAR lighting program is sunset and engage in conversations with other product labeling or standard setting bodies (e.g., NEMA) that might be able to fill gaps in the market.</p>	<p>EPA would be happy to participate in conversations with other product labeling or standard setting organizations about plans to address perceived lighting quality gaps in the market. However, it is not EPA's role to identify non-energy gaps in the absence of the ENERGY STAR.</p>

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Program Cost	<p>Rather than sunset the program, a certification and testing organization recommended that EPA reduce the testing burden to cover only the minimum requirements needed to fulfil the quality aspects of the program (e.g., color quality, longevity, flicker, noise, and thermal management).</p> <p>A brand owner partner suggested that the cost of the Energy Star program for lighting could be reduced for both the government and for the suppliers. For example, by: scaling back the government administration of the Energy Star lighting program; establishing a web site for sellers based in the United States to list ENERGY STAR certified products and to post the test reports for those products; permitting self-testing for sellers based in the United States; permitting self-certification for sellers in the United States; and, allowing Energy Star program participants to police each other.</p>	<p>As detailed in the November 14, 2022, letter that laid out EPA's proposal for sunsetting the ENERGY STAR lighting programs, the key drivers include the significantly diminished energy savings opportunity, the phase-out of utility incentive programs, and the barrier to efficiency backsliding presented by the DOE standards. Program cost and the cost of participation were not a factor.</p>

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Scope	<p>Two trade associations agreed that the ENERGY STAR lighting program has been a government program success and the time is right to sunset most of the program. However, they feel that the case for sunsetting the luminaires portion of the program is not compelling because minimum efficiency and performance standards do not exist. They are concerned that removing the ENERGY STAR from recessed lighting on the proposed timeline will encourage market introduction of substantially lower efficacy and lower quality recessed lighting products that will fail to meet application needs, resulting in early replacements and the associated waste stream, and lost energy savings opportunities. Rather than sunsetting the ENERGY STAR Luminaires specification, they proposed that EPA revise the luminaires specification to cover only downlights and downlight retrofit kits, setting a higher efficacy requirement while leaving all other requirements unchanged, because DOE has indicated that they do not intend to regulate these products.</p> <p>A non-profit organization that sets technical requirements for commercial solid state lighting products and controls expressed their belief that the 45 LPW backstop should only apply to lamps and that because LED luminaires are not regulated, there will be a need for ENERGY STAR or similar programs in the marketplace to avoid a backslide in luminaire efficiency and quality (especially for downlights and linear fixtures).</p>	<p>Energy conservation is the congressionally mandated directive of the ENERGY STAR program and LED is the dominant lighting technology due to federal standards. Therefore, the threat of backsliding to traditional inefficient light sources has been eliminated and there is no longer a risk for losing the significant efficiency gains for both lamps and luminaires because inefficient light sources are prohibited for sale in the United States. Outside of one product type, recessed downlights which multiple stakeholders noted still had room for significant energy savings differentiation, the remaining efficiency gains (diminishing returns) for LED luminaires are quite small for residential applications and no longer justify utility rebate programs or the need for the ENERGY STAR lighting program to distinguish top performing products. As for product quality, while instituting performance quality metrics in the ENERGY STAR program were critical for ensuring widespread market adoption, it is not the role of the agency to recognize products based on non-energy attributes alone.</p> <p>In response to stakeholder request to continue the program for recessed downlights, EPA performed market research and confirmed wide performance variations in this category within the ENERGY STAR program and opportunity for more energy savings, particularly among high lumen products. Considering the significant energy savings potential and DOE's stated intent not to cover these products in federal standards, EPA has decided to continue ENERGY STAR certification for recessed downlights and recessed downlight retrofit kits via a new specification. The new specification will incorporate a more stringent efficacy requirement while preserving existing relevant performance requirements. EPA intends to complete this specification development process in time for a seamless transition alongside the sunset of the Luminaires specification.</p> <p>If all downlights and downlight retrofit kits sold in the United States were ENERGY STAR certified with efficacy &gt; 90 lumens per watt (for example), the energy cost savings would grow to more than \$1 billion each year, and more than 13.3 billion pounds of greenhouse gas emissions would be prevented, equivalent to the emissions from more than 1.3 million vehicles.</p>

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Procurement	<p>A procurement organization expressed concern that sunsetting the lighting program removes a critical source of guidance and public performance data from the marketplace for which there is no current alternative. For consumers and procurement teams, without an equal or stronger replacement sunsetting the ENERGY STAR lighting program will make it harder to find high-performance product options and identify greenwashing that will likely increase, possibly leading to an increased distrust of LEDs due to poor performance or early failure. For this reason, they request that EPA reconsider the proposed timeline and delay the proposed sunset until the available lighting is sufficiently compliant and until another viable multi-attribute data source for lighting product performance is established. Additional EPA guidance to the marketplace (e.g., "buy LEDs only") would be valuable as well since many products are marketed with "LED" in the model name or number.</p> <p>A director of facilities commented that the ENERGY STAR mark provides a level of comfort about the energy efficiency of the lighting products they purchase and expressed concern that ending the program will allow less efficient and "counterfeit" products to gain a stronger foothold in the market.</p> <p>A facility manager commented that the ENERGY STAR mark is a vital component of their procurement process to avoid inferior products.</p>	<p>As noted above, a range of lighting performance information will continue to be available to purchasers via the FTC's lighting facts label. In addition, DOE maintains a database of all regulated products, which feeds into eeCompass, a resource for consumers, manufacturers, utilities, and program administrators to use to help make model comparisons, inform purchasing decisions, and develop market-pull programs. This database can potentially serve as an alternative to ENERGY STAR certified product lists for lighting for procurement officials after the sunset of the ENERGY STAR Lighting programs.</p>

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Timeline/ Process	<p>A non-profit organization confirmed EPA's assertion that many energy efficiency programs will be removing their residential luminaire and lamp incentive offerings by the end of 2024.</p> <p>An efficiency organization concurs with EPA's assertion that the criteria for sunsetting an ENERGY STAR specification are met and appreciates EPA's proposed allowance of the use of the ENERGY STAR mark through the end of 2024.</p> <p>An industry group supported EPA's proposed timeline to stop accepting new certifications of lamp products at the close of 2023, and to sunset the labeling of lamps effective at the end of 2024 but asked that EPA consider extending the final Lamps sunset date if the current DOE rulemaking for General Service Lamps is delayed.</p> <p>An industry group requests that EPA provide further detail about (1) the sunsetting process, (2) how EPA will ensure that test data privately held by Certification Bodies is not redistributed, shared, bought, or sold after sunsetting, (3) the status of the ENERGY STAR program in Canada, and (4) whether there are any partnership violations serious enough to warrant reinstating verification testing.</p> <p>A non-profit organization requested that EPA provide additional clarity on the availability of ENERGY STAR lamp and luminaire data after the program has ended.</p> <p>An industry group urged EPA to be vigilant in its enforcement related to misuse or abuse of the ENERGY STAR logo by bad actors up until and after the program officially sunsets.</p> <p>A brand owner partner requested that EPA consider extending the sunset timeline until 2028 based on the proposed standards for LED lamps recently announced by the Department of Energy (DOE) in "Energy Conservation Program: Energy Conservation Standards for General Service Lamps" (10 CFR Part 430, EERE-2022-BT-STD-0022, RIN 1904-AF43) and setting new ENERGY STAR requirements equivalent to those proposed by DOE to encourage more rapid adoption ahead of the proposed effective date.</p>	<p>A majority of comments supported the proposed timeline. EPA continues to believe that this timeline will allow utility programs to continue requiring ENERGY STAR certification through the end of their incentive offerings and allow brand owners to reap the full benefit of their investment in the ENERGY STAR program. Given that the DOE rulemaking enforcing the 45 lumen per watt standard is the basis for justifying the sunset in terms of potential savings, EPA sees little added value in extending the sunset timeline in the event that the current DOE rulemaking is delayed. The Agency expects certifications would fall off significantly after 2024, when utility rebate programs end, rendering any ENERGY STAR qualified product list significantly less representative of what is available on the market.</p> <p>A more detailed sunset timeline is contained in the cover letter finalizing the sunset. All certified product data will be archived on <a href="http://www.energystar.gov">www.energystar.gov</a> after the program sunset.</p> <p>EPA will continue market surveillance and enforcement of the proper use of the ENERGY STAR mark throughout and after the sunset process.</p> <p>Test data held by certification bodies remain a part of the commercial transaction between brand owners and certification bodies. In the unusual instances in which EPA holds test data, claims of Confidential Business Information may be asserted, as applicable.</p>