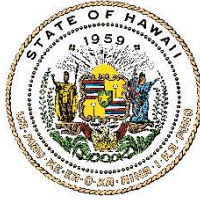


JOSH GREEN, M.D.
GOVERNOR | KE KIA'ĀINA

SYLVIA LUKE
LIEUTENANT GOVERNOR | KA HOPE KIA'ĀINA



DEPT. COMM. NO. 532

DAWN N.S. CHANG
CHAIRPERSON
BOARD OF LAND AND NATURAL RESOURCES
COMMISSION ON WATER RESOURCE
MANAGEMENT

RYAN K.P. KANAKA'OLE
FIRST DEPUTY

CIARA W.K. KAHANE
DEPUTY DIRECTOR - WATER

AQUATIC RESOURCES
BOATING AND OCEAN RECREATION
BUREAU OF CONVEYANCES
COMMISSION ON WATER RESOURCE
MANAGEMENT
CONSERVATION AND COASTAL LANDS
CONSERVATION AND RESOURCES
ENFORCEMENT
ENGINEERING
FORESTRY AND WILDLIFE
HISTORIC PRESERVATION
KAHOOLAWE ISLAND RESERVE COMMISSION
LAND
STATE PARKS

STATE OF HAWAII | KA MOKU'ĀINA 'O HAWAI'I
DEPARTMENT OF LAND AND NATURAL RESOURCES
KA 'OIHANA KUMUWAIWAI 'ĀINA

P.O. BOX 621
HONOLULU, HAWAII 96809

October 27, 2025

The Honorable Ronald D. Kouchi,
President
and Members of the Senate
Thirty-Third State Legislature
State Capitol, Room 409
Honolulu, Hawaii 96813

The Honorable Nadine K. Nakamura,
Speaker
and Members of the House of Representatives
Thirty-Third State Legislature
State Capitol, Room 431
Honolulu, Hawaii 96813

Dear President Kouchi, Speaker Nakamura, and Members of the Legislature:

For your information and consideration, I am transmitting a copy of the Hilo Community Economic District report, as required by Act 149, Session Laws of Hawaii 2018. In accordance with Section 93-16, Hawaii Revised Statutes, a copy of this report has been transmitted to the Legislative Reference Bureau and the report may be viewed electronically at <https://files.hawaii.gov/dlnr/reports-to-the-legislature/2026/LD26-HCED-Report-FY25.pdf>.

Sincerely,

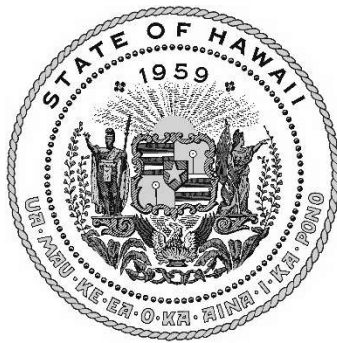
A handwritten signature in black ink, appearing to be "Dawn N. S. Chang".

Dawn N. S. Chang
Chairperson

Enclosure

REPORT TO THE THIRTY-THIRD LEGISLATURE
STATE OF HAWAII
2026 REGULAR SESSION

HILO COMMUNITY ECONOMIC DISTRICT



Prepared by

Department of Land and Natural Resources
State of Hawaii

In response to Act 149, Session Laws of Hawaii 2018

October 2025

REPORT TO THE THIRTY-THIRD LEGISLATURE
STATE OF HAWAII
2026 REGULAR SESSION

HILO COMMUNITY ECONOMIC DISTRICT

PURPOSE

Act 149, Session Laws of Hawaii 2018 (Act 149), implemented a 10-year pilot project to allow the Board of Land and Natural Resources (Board) to extend leases in the area of Hilo shown on the attached map for up to 40 years in return for a lessee making substantial improvements to the leasehold premises. “Substantial improvements” is defined in the act to mean renovations or new construction, the cost of which equals or exceeds thirty percent of the market value of the existing improvements. Lessees are required to submit plans and specifications for their proposed development to the Board for approval.

The Board may consider a number of items in determining whether to approve a proposal, including whether the development is of sufficient worth and value to justify an extension, the estimated period of time to complete the improvements, and the minimum revised annual rent based on the fair market value of the land, including percentage rent where gross receipts exceed a specified amount. Any extension granted must relate to the economic life of the substantial improvements as determined by the Board or an independent appraiser. Additionally, an extension cannot exceed the original term of the lease by more than 40 years. The act imposes on applicants the costs and expenses incurred by the Department of Land and Natural Resources (Department) in processing, analyzing and negotiating any lease extension request and the development agreement.

Act 149 includes a section that ties into existing law at Section 171-41.6, Hawaii Revised Statutes (HRS). This section is a codification of Act 215, Session Laws of Hawaii 2017, that allows lessees within the last 10 years of their leases to follow a detailed process to determine whether they can obtain an extension of their leases beyond the 65-year maximum limit. Extensions can only be permitted if the lessee is the sole qualified responder to a request for interest/request for qualifications (RFI/RFQ) published by the Board regarding a new lease of the land. If there are multiple qualified responders on the RFI/RFQ, then a new lease of the land is auctioned in the final three years of the term of the current lease. Section 171-41.6, HRS, is limited to commercial and industrial leases, while Act 149 opens up this process to resort leases as well.

PROGRESS ON ACT 149 LEASE EXTENSIONS

Act 149 took effect in July 2018 and was codified at Sections 171-191, -192 and -193, HRS. On September 26, 2018, the Department’s then Chairperson and First Deputy, together with Land Division staff met with lessees, legislators and other concerned persons in Hilo regarding the implementation of the act. Staff explained that any lessee interested in a lease extension would need to submit an application and provide the supporting information required under the law. The

Department's experience with past lease extensions under Section 171-36(b), HRS, and Act 219, Session Laws of Hawaii 2011, which allowed for the extension of hotel and resort leases, was also discussed.

At its meetings of June 28, 2019, Item D-3, and July 12, 2019, Item D-3, the Board authorized Land Division to negotiate development agreements for two leases under Act 149. The leases were General Lease No. (GL) S-3742 to JH Moku Ola, LLC and GL S-3621 to Crescent City Properties, Inc., respectively. Both leases were originally issued by direct negotiation as opposed to public auction. At its meeting of March 27, 2020, Item D-6, the Board approved the development agreement and lease extension for GL S-3742 to JH Moku Ola, LLC and the lease extension for that lease, incorporating the current lease terms and conditions used by the Department of the Attorney General (ATG), is complete. Crescent City Properties, Inc. later revised its proposal for improvements to the leased premises under GL S-3621, which the Board approved at its meeting of December 9, 2022, Item D-6. The development agreement and lease extension for GL S-3621, also incorporating the ATG's current lease terms and conditions, are now complete.

After the Board's actions of June and July 2019, other lessees approached the Department with a request to streamline the Act 149 process so that only one Board action would be required on their development agreements and lease extensions. The Department reviewed the request with the ATG and determined that if the lessees were willing to pay for appraisals to establish rent in the extension period prior to Board action on an Act 149 request, then the rent could be so determined and presented to the Board at the same time as lessee's development agreement. To date, 19 lessees have submitted applications for Act 149 extensions under this new process affecting 24 separate leases.

At its meeting of June 12, 2020, Item D-3, the Board authorized the Land Division to negotiate a development agreement and approved a thirty-year extension of lease terms for three leases under the streamlined process – GL S-3592, GL S-3609 and GL S-3611 all to Hawaii Planing Mill, Ltd. (HPM). These leases were also originally issued by direct negotiation. The extensions for these three leases, updated to the ATG's current lease terms and conditions, are now complete.

At its meeting of July 23, 2021, Item D-1, the Board authorized the Land Division to negotiate a development agreement and approved a one-year holdover and thirty-nine-year extension of lease term for GL S-3935 to Alan R. Nagakura and Lori E. Nagakura, Trustees under Irrevocable Trust of Roy S. Nagakura dated March 4, 1996 (Nagakura Trust). This lease was originally issued by public auction and the Department initially anticipated using a short-form extension document for the lease. However, for reasons discussed below, the longer form lease extension document updating lease terms and conditions that is used for direct negotiation leases was ultimately used for this lease. The lease extension was executed in October 2024.

At its meeting of February 11, 2022, Item D-2, the Board authorized the Land Division to negotiate a development agreement and approved a thirty-year extension of lease term for GL S-3624 to 69 Railroad, LLC (69 Railroad), which was originally issued pursuant to public auction in 1961. At the time the Board approved the lease extension, it was under the understanding that the court

opinion in *Kahua Ranch*¹ precluded the Department from updating the lease to the ATG's current lease terms and conditions in the extension period because the lease was originally issued by public auction. The Department therefore initially negotiated the development agreement and lease extension with 69 Railroad on that basis. After receiving an advice letter from ATG on July 26, 2022, the Department determined that public auction leases could be updated to the ATG's current lease terms and conditions, to the extent necessary to implement the requirements of Act 149. The Department wrote to 69 Railroad on August 17, 2022 advising it that the Department would take no further action on the development agreement and lease extension until the Department could return to the Board to report on the ATG advice letter.

On September 20, 2022, 69 Railroad filed a lawsuit against the Department and others asserting claims for estoppel and declaratory relief and seeking an order directing the Chairperson to execute the development agreement and lease extension.

At its meeting of September 23, 2022, under agenda Item D-2, the Board approved, as amended, the Department's request to direct that the development agreement and lease extension document for the 69 Railroad lease be updated to the ATG's current lease terms and conditions, to the extent necessary to implement the requirements of Act 149. Specifically, the Department sought the incorporation of the standard terms and conditions regarding lease assignments, sublease rent participation, and ownership of improvements at lease expiration used by ATG with respect to leasing of public lands. The Board's amendment waived State participation in the sublease rents as to those subtenants and rents to which the Board had previously consented, but as to new subtenants or if the rents from subleases increase by 25% or more, then the Board may elect to participate by receiving a portion of the sublease rents in addition to the base ground rent. 69 Railroad requested a contested case hearing prior to the close of the meeting, which the Board denied.

The 69 Railroad litigation was settled in 2023 and the development agreement and lease extension documents updated with the ATG standard terms and conditions regarding lease assignments, sublease rent participation, and ownership of improvements at lease expiration, are now complete.

In 2023, Land Division initiated the practice of having the applicants' appraised values of existing leasehold improvements reviewed by an independent appraiser procured by the State to ensure that the values stated in the applications are compliant with the Uniform Standards of Professional Appraisal Practice and meet the statutory threshold to qualify for a lease extension.

Land Division also began including language requiring the lessees to close any cesspool on property and convert to either an individual wastewater system or connect to the municipal sewer line. This was due to a Consent Agreement and Final Order that was signed between the Department and the Environmental Protection Agency (EPA) requiring the Department to close all large capacity cesspools under their management regardless of any long-term land dispositions (i.e. leases). Further, this language will also ensure compliance with Act 125, SLH 2017, which requires the replacement of all cesspools by 2050.

¹ *State v. Kahua Ranch, Ltd.*, 47 Haw. 28, 384 P.2d 581 (1963), *aff'd on reh'g*, 47 Haw. 466, 390 P.2d 737, *reh'g denied*, 47 Haw. 485, 391 P.2d 872 (1964).

At its meeting of September 22, 2023, Item D-4, the Board approved the extension of GL S-4201 to Jennifer Frank, as the Successor Trustee of the Stephen Harold Frank Living Trust dated March 27, 2014, also known as Stephen Harold Frank Revocable Trust (Frank Trust). GL S-4201 was issued by public auction, and the development agreement and lease extension documents were updated with the ATG standard terms and conditions and executed in January 2025.

At its meeting of May 10, 2024, under agenda Item D-3, approved as amended, the Board consented to six subleases under GL S-4323 to Kalanianaʻole Real Estate Investments, LLC and FMM, LLC (KREI/FMM), which was a precondition to the Board considering KREI/FMM's request for a 30-year lease extension. The Board approved the lease extension at the same meeting under agenda Item D-7, as amended. The development agreement and lease extension documents were updated with the ATG standard terms and conditions and executed in November 2024.

Also at its meeting of May 10, 2024, under agenda Item D-4, approved as amended, the Board consented to two subleases under GL S-4331 and GL S-4332 to James William McCully, Trustee of the James William McCully Revocable Living Trust dated September 24, 1992 and Francine Marie Morales McCully, Trustee of the Francine Marie Morales McCully Revocable Living Trust dated September 24, 1992 (McCully Trusts), lessees, which was a precondition to the Board considering McCully Trusts' request for a 30-year lease extension. The Board approved the lease extension at the same meeting under agenda Item D-8, as amended. The development agreement and lease extension documents were updated with the standard ATG standard terms and conditions, and both lease extensions were executed in December 2024.

Michael Nakashima submitted applications to extend two leases, GL S-4330 and GL S-4359. Staff is continuing to work with the lessee to resolve issues with both applications. For GL S-4359, the lease has subleases on it that the Board will be asked to consent to before the lease extension request can be presented to the Board.

In August 2024, Paradise Plants Home and Garden Central LLC submitted an application for the extension of GL S-3596. This extension request is currently scheduled to go before the Board for decision making on October 24, 2025.

At its meeting of October 25, 2024, under agenda Item D-2, approved as amended, the Board approved a development agreement and the 20-year extension of GL S-3583 to Yamada Consolidated, Inc. (Yamada). GL S-3583 was issued by public auction, and the development agreement and lease extension documents will be updated with the ATG standard terms and conditions. The Board also stipulated that the updated lease documents require the posting of a removal bond covering the costs associated with removal of the improvements at the end of the extended term of the lease provided the Board requires the removal at that time.

Based on the Board's request to add a removal bond for the Yamada extension, all extension requests before the Board, now include language that allow the Board to reserve its right to request that the lessee post a removal bond to cover the costs associated with the removal of improvements at the end of the extended lease term.

In November 2024, Roger Antonio submitted an application for the extension of GL S-3604. The appraisal has been completed, and staff is preparing the submittal to bring the development agreement and lease extension before the Board for decision making.

In December 2024, Bayview Banyan Corporation submitted an application for the extension of GL S-5018. GL S-5018 does not expire until May 2032; however, the lessee has expressed interest in pursuing improvements at the property but needs an extension to qualify for funding. However, given that the Department is working with the Hawaii Community Development Authority (HCDA) on a redevelopment plan for the Banyan Drive area, any extensions within the Banyan Drive area have been placed on hold until the development plan has been completed, and a more informed decision can then be made by the Board regarding lease extensions in this particular area.

In April 2025, Central Supply, Inc. submitted an application for the extension of GL S-3599. The appraisal has been completed, and staff is preparing the submittal to bring the development agreement and lease extension before the Board for decision making.

At its meeting of June 13, 2025, under agenda items D-6, D-7, and D-8, the Board approved the development agreements and lease extensions for Gary J. and Karen Rubio (GL S-4312), CQ Pacific (GL S-4307), and Kar Property, LLC (GL S-4308), respectively. Similarly to that of the Yamada extension, all three extensions required a removal bond.

In July 2025, Jieyu Shepard submitted applications for the extension of GL S-3591 and GL S-3603 and in August 2025, SERVCO Pacific Inc., submitted its application for the extension of GL S-5848. The applications are currently under review.

In summary, as of October 9, 2025, the Department has received a total of 24 lease extension applications under Act 149. Fifteen have received Board approval, 3 have submittals being prepared to go before the Board for decision making within the next few months, and six are still under review.² Of the fifteen extensions that have received Board approval, eleven are complete and four lease extensions are in the documentation process. The table below summarizes the applications received and current status to date:

Lease No.	TMK	Name	Status
GL S-3583	(3) 2-2-037:052, 092 & 093	Yamada Consolidated, Inc.	Board approved 20-year extension & development agreement 10/25/2024 item D-2. Removal bond required.
GL S-3591	(3) 2-2-049:017	Jieyu Shepard	Application received 7/22/2025 Currently under review
GL S-3592	(3) 2-2-032:067, 078	Hawaii Planing Mill, Ltd. dba HPM Building Supply	Completed February 2022

² As noted above and in the table below, in some cases where applications are still under review, the lessees have sublessees on the premises whose tenancies have not been consented to by the Board. These sublease issues have to be sorted out before the lease extension requests can be presented to the Board.

GL S-3596	(3) 2-2-049:011	Paradise Plants Home and Garden Central LLC	Scheduled for 10/24/2025 Board agenda
GL S-3599	(3) 2-2-050:009	Central Supply, Inc.	Application received 4/22/2025 Appraisal completed Preparing submittal to Board
GL S-3603	(3) 2-2-049:015, 016	Jieyu Shepard	Application received 7/22/2025 - under review
GL S-3604	(3) 2-2-049:002	Roger Antonio	Application received 11/2/2024 Appraisal completed Preparing submittal to Board
GL S-3609	(3) 2-2-032:068, 070	Hawaii Planing Mill, Ltd.	Completed February 2022
GL S-3611	(3) 2-2-032:021	Mackenzie Trust, et al dba HPM Building Supply	Completed February 2022
GL S-3621	(3) 2-2-049:006	Crescent City Properties, Inc. dba Hilo Fish Company	Completed September 2023
GL S-3624	(3) 2-1-012:026	69 Railroad, LLC	Completed May 2023
GL S-3742	(3) 2-2-058:014	JH Moku Ola, LLC	Completed July 2020
GL S-3935	(3) 2-2-037:066	Alan Nagakura, dba Hilo Pet Hospital	Completed October 2024
GL S-4201	(3) 2-2-058:033	Frank Trust	Completed January 2025
GL S-4307	(3) 2-2-058:003	CQ Pacific LLC	Board approved 25-year extension & development agreement 6/13/2025 item D-7. Removal bond required.
GL S-4308	(3) 2-2-058:002	KAR Property, LLC	Board approved 25-year extension & development agreement 6/13/2025 item D-8. Removal bond required.
GL S-4312	(3) 2-2-058:026	Gary J. & Karen Rubio	Board approved 25-year extension & development agreement 6/13/2025 item D-6. Removal bond required.
GL S-4323	(3) 2-1-010:033	Kalaniana'ole Real Estate Investments, LLC	Completed November 2024
GL S-4330	(3) 2-2-037:122	Michael Nakashima	Staff is working with lessee on application issues
GL S-4331	(3) 2-2-037:144	James McCully, Trustee, Francine Morales-McCully, Trustee	Completed December 2024
GL S-4332	(3) 2-2-037:144	James McCully, Trustee, Francine Morales-McCully, Trustee	Completed December 2024

GL S-4359	(3) 2-2-037:088	Michael Nakashima	Staff is working with lessee on application issues
GL S-5018	(3) 2-1-005:021	Bayview Banyan Corp.	Application received 12/4/2024 Currently under review
GL S-5848	(3) 2-2-037:063	SERVCO Pacific Inc.	Application received 8/25/2025 Currently under review

FINDINGS AND RECOMMENDATIONS FOR PROPOSED LEGISLATION

Based on applications received and continuing communication with its lessees, the Department finds there is significant interest among its Hilo lessees in securing lease extensions pursuant to Act 149. The Department will continue to present lease extension requests to the Board for consideration and process approved extensions as long as the applicants agree to the updating of the development agreement and lease to the current terms and conditions used by the ATG.

In 2021, the Legislature passed House Bill 499, House Draft 2, Senate Draft 2, Conference Draft 1, which later became law as Act 236 Session Laws of Hawaii 2021 (Act 236). Similar to Act 149, Act 236 authorizes the Board to extend commercial, industrial, resort, as well as mixed-use and government leases, up to 40 years upon lessee committing to substantial improvements to existing buildings and infrastructure on the lease premises. Act 236 has statewide application.

At the end of the 2021 Session, the House of Representatives adopted House Resolution No. 164 establishing a House Investigative Committee (Investigative Committee) to follow up on the audit of the Department's Special Land and Development Fund, Report No. 19-12, to examine the recommendations made in the audit for purposes of improvement of the operations and management of the Department, its funds, and any other matters.³ After conducting numerous interviews and public hearings, the Investigative Committee published its Final Report on January 29, 2022. The report includes the following recommendations:

- (2) The Legislature should regularize and make consistent the various lease extension statutory language in Chapter 171, HRS. The Legislature should also amend the lease extension laws to specifically:
 - (A) Allow all types of leases to be extended, but require that all lease extensions, regardless of whether those leases were obtained through direct negotiation or the public auction process, use the most current lease form and leasing practices and policies, including provisions to allow the State to be paid its fair share of sublease income;
 - (B) Allow the State to charge rent premiums on extended leases to compensate the State for forgoing the reversionary interest and incorporate the value of the improvements on the property; and
 - (C) Require a lessee to pay for the appraisal required for the reopening of rent in the extended lease term and preclude the lessee from protesting the rent so determined; . . .

³ The resolution also provided for follow-up on Audit Report No. 21-01 regarding the Agribusiness Development Corporation.

- (5) DLNR should require third-party inspectors to conduct physical inspections of all leased properties every five years to ensure compliance with lease terms. DLNR should choose the inspectors and require the lessee to pay the inspection fee and make the corrections recommended in the inspection report;
...

Regarding recommendation 2(A) above, the Department introduced House Bill 2469/Senate Bill 3158 in the 2024 Session that would have required all leases to be updated to the current lease form and leasing practices used by the Department when the Board approves an extension of a lease. The bills did not pass. However, ATG has begun updating lease terms and conditions for all lease extensions under existing law regardless of whether the leases were issued by direct negotiation or public auction.

The Department has not yet proposed a bill to implement recommendation 2(B), which proposes rent premiums and rent based on land and improvements when a lease is extended. With respect to recommendation 2(C), both Act 149 and Act 236 require the lessee to pay the costs of the extension, including the appraisal required to determine fair market rent in the extension period, however neither act precludes the lessee from protesting the rent so determined.

Finally, the Department introduced House Bill 2471 in the 2024 Session to implement recommendation 5 above relating to periodic third-party inspections of leased properties to be paid for by lessees. In its amended final form of House Bill 2471 HD2 SD2 CD1, the bill became law through Act 220 Session Laws of Hawaii 2024. As a result, the lease inspection requirement will be incorporated into lease extensions executed after the effective date of the act, which is July 1, 2024.

