

# STATE OF HAWAI'I OFFICE OF PLANNING & SUSTAINABLE DEVELOPMENT

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JOSH GREEN, M.D.  
GOVERNOR

SYLVIA LUKE  
LT. GOVERNOR

MARY ALICE EVANS  
DIRECTOR

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## Statement of **MARY ALICE EVANS, Director**

before the  
**HOUSE COMMITTEES ON HOUSING AND WATER AND LAND**  
Friday, February 6, 2026  
8:45 AM  
State Capitol, Conference Room 430

in consideration of  
**HB 1737**  
**RELATING TO FARM EMPLOYEE HOUSING.**

Chairs Evslin and Hashem, Vice Chairs Miyake and Morikawa, and Members of the House Committees on Housing and Water and Land.

The Office of Planning and Sustainable Development (OPSD) **supports the intent but has some concerns** regarding HB 1737, which amends HRS §205-4.5 (a)(4) to clarify that a farm dwelling permitted in an agricultural district includes a single-family farm dwelling with an accessory employee housing structure.

OPSD supports more farm employee housing on bona fide farms in the State Agricultural District. Farm employee housing helps bona fide farms retain workers and helps to alleviate the state's housing shortage. However, OPSD is concerned that the replacement of "single-family" with "residential" in the definition of "farm dwelling" may be confusing especially since the term "single-family dwelling" is used repeatedly in defining "accessory employee housing." In addition, OPSD believes that adding "farm" to "employee housing" is more accurate than adding "accessory". Attached to our testimony is alternate language for your consideration.

Thank you for the opportunity to testify on this measure.

LATE \*Testimony submitted late may not be considered by the Committee for decision making purposes.

**JOSH GREEN, M.D.**  
Governor

**SYLVIA LUKE**  
Lt. Governor



**SHARON HURD**  
Chairperson  
Board of Agriculture & Biosecurity

**DEAN M. MATSUKAWA**  
Deputy to the Chairperson

State of Hawai'i  
**DEPARTMENT OF AGRICULTURE & BIOSECURITY**  
KA 'OIHANA MAHI'AI A KIA'I MEAOLA  
1428 South King Street  
Honolulu, Hawai'i 96814-2512  
Phone: (808) 973-9560 FAX: (808) 973-9613

**TESTIMONY OF SHARON HURD  
CHAIRPERSON, BOARD OF AGRICULTURE**

**BEFORE THE HOUSE COMMITTEES ON HOUSING AND WATER AND LAND**

**FRIDAY, FEBRUARY 6, 2026  
8:45 AM  
CONFERENCE ROOM 430**

**HOUSE BILL NO.1737  
RELATING TO FARM EMPLOYEE HOUSING**

Chairs Esvlin and Hashem, Vice Chairs Miyake and Morikawa and Members of the Committees:

Thank you for the opportunity to testify on House Bill No. 1737 that clarifies that a "farm dwelling" permitted in an agricultural district includes a single-family farm dwelling with an accessory employee housing structure, subject to certain restrictions. The Department of Agriculture and Biosecurity (Department) has concerns.

The Department notes that this measure appears to make the accessory employee housing structure accessory to the farm dwelling rather than to the farm itself. We are uncertain what affect this will have on other statutes and county zoning ordinances. This bill redefines "farm dwelling" from a "single-family" dwelling to a "residential" dwelling located on and accessory to a farm (page 2, line 1-3).

The new term "accessory employee housing structure" (page 2, line 10 to page 3, line 10) is described mostly in physical terms and does not reinforce the relationship of the "accessory employee housing structure" to the farm that the farm dwelling is already accessory to.

Accessory employee housing structures are to have the following characteristics:

- May consist of multiple residential dwelling units;
- Be attached or detached from the single-family dwelling;
- Be no larger than eight hundred habitable square feet per residential dwelling unit;
- All appurtenances to accessory employee housing structures shall not exceed a fixed ratio of employee housing structure per acre of agricultural land leased to the fee owner of the farm dwelling;

- No fee owner of the farm dwelling shall cause to condominiumize the accessory employee housing structure from the single-family dwelling; and
- No portion of the farm dwelling shall be used for agricultural tourism.

The measure does not address the relationship between the farm and accessory employee housing structures and the uses of and limitations on the latter. There is no limit on the number of accessory employee housing structures and no guidance on who may occupy these accessory employee housing structures.

Thank you for the opportunity to provide testimony on this measure.



LATE \*Testimony submitted late may not be considered by the Committee for decision making purposes.

**STATE OF HAWAII**

**OFFICE OF PLANNING**

**& SUSTAINABLE DEVELOPMENT**

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Statement of  
**MARY ALICE EVANS, Director**

**LATE**

before the

**HOUSE COMMITTEES ON HOUSING AND WATER AND LAND**

Friday, February 6, 2026

8:45 AM

State Capitol, Conference Room 430

in consideration of

**HB 1737**

**RELATING TO FARM EMPLOYEE HOUSING.**

Chairs Evslin and Hashem, Vice Chairs Miyake and Morikawa, and Members of the House Committees on Housing and Water and Land.

The Office of Planning and Sustainable Development (OPSD) **supports the intent but has some concerns** regarding HB 1737, which amends HRS §205-4.5 (a)(4) to clarify that a farm dwelling permitted in an agricultural district includes a single-family farm dwelling with an accessory employee housing structure.

OPSD supports more farm employee housing on bona fide farms in the State Agricultural District. Farm employee housing helps bona fide farms retain workers and helps to alleviate the state's housing shortage. However, OPSD is concerned that the replacement of "single-family" with "residential" in the definition of "farm dwelling" may be confusing especially since the term "single-family dwelling" is used repeatedly in defining "accessory employee housing." In addition, OPSD believes that adding "farm" to "employee housing" is more accurate than adding "accessory". Attached to our testimony is alternate language for your consideration.

Thank you for the opportunity to testify on this measure.

**Recommended amendments to HB 1737 for  
HRS Sections 205-4.5(a)(4) & 205-2(d)(7)**

**HRS Section 205-4.5(a)(4)**

1        "(4) Farm dwellings, farm employee housing, farm buildings,  
2        or activities or uses related to farming and animal  
3        husbandry. For the purposes of this paragraph[~~,~~  
4        "farm]:  
5        (A) "Farm dwelling" means a [~~single-~~  
6        ~~family~~] residential dwelling located on and  
7        accessory to a farm[~~,~~] where agricultural  
8        activity provides income to the family occupying  
9        the dwelling, including clusters of [~~single-~~  
10       ~~family~~] farm dwellings permitted within  
11       agricultural parks developed by the State[~~,~~~~or~~  
12       ~~where agricultural activity provides income to~~  
13       ~~the family occupying the dwelling~~]; and  
14       (B) "Farm employee housing" means one or more  
15       residential dwelling units accessory to the farm  
16       operation that may be attached or detached from  
17       the primary farm dwelling; provided that the farm  
18       employee housing shall be no larger than eight  
19       hundred habitable square feet under roof per  
20       residential dwelling unit; provided further that  
21       the total land area upon which the farm dwelling,  
22       accessory farm employee housing, and all  
23       appurtenances are situated shall be no larger  
24       than a ratio of        square feet per acre of  
25       agricultural land leased to the fee owner of the  
26       farm dwelling; provided further that no fee owner

of the farm dwelling shall submit any portion thereof to a condominium property regime to separate the ownership of the farm employee housing units from the farm dwelling pursuant to chapter 514B; and provided further that no portion of the farm dwelling shall be used for agricultural tourism or related accommodations under paragraph (14);"

**HRS Section 205-2(d)(7)**

"(7) Bona fide agricultural services and uses that support the agricultural activities of the fee or leasehold owner of the property and accessory to any of the above activities, regardless of whether conducted on the same premises as the agricultural activities to which they are accessory, including farm dwellings and farm employee housing as defined in section 205-4.5(a)(4), [~~employee housing,~~] farm buildings, mills, storage facilities, processing facilities, photovoltaic, biogas, and other small-scale renewable energy systems producing energy solely for use in the agricultural activities of the fee or leasehold owner of the property, agricultural-energy facilities as defined in section 205-4.5(a)(17), vehicle and equipment storage areas, and plantation community subdivisions as defined in section 205-4.5(a)(12);"

February 6, 2026

**The Honorable Luke A. Evslin, Chair**

House Committee on Housing

**The Honorable Mark J. Hashem**

House Committee on Water & Land

State Capitol, Conference Room 430 & Videoconference

**RE: House Bill 1737, Relating to Farm Employee Housing**

**HEARING: Friday, February 6, 2026, at 8:45 a.m.**

Aloha Chair Evslin, Chair Hashem, and Members of the Joint Committees:

My name is Lyndsey Garcia, Director of Advocacy, testifying on behalf of the Hawai'i Association of REALTORS® ("HAR"), the voice of real estate in Hawaii and its over 10,000 members. HAR **supports** House Bill 1737, which clarifies that a "farm dwelling" permitted in an agricultural district includes a single-family farm dwelling with an accessory employee housing structure, subject to certain restrictions.

Hawaii continues to face a housing shortage, including a critical need for workforce housing across many sectors of our economy. This includes farmers and farm workers that play an essential role in maintaining our food security. As such, HAR supports efforts to expand workforce housing.

Mahalo for the opportunity to provide testimony on this measure.

## Officers

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Waimānalo, O'ahu

Vincent Kimura  
Honolulu, O'ahu

Natalie Urminska  
Kaua'i



Aloha Chairs Evslin & Hashem, Vice Chairs Miyake & Morikawa, and Committee Members,

The Hawai'i Farmers Union is a 501(c)(5) agricultural advocacy nonprofit representing a network of over 2,500 family farmers and their supporters across the Hawaiian Islands. **HFU supports HB1737.**

HB1737 addresses a significant barrier faced by Hawai'i's agricultural sector: the lack of affordable and accessible housing for farm employees. By clarifying that "farm dwellings" can include single-family units with accessory employee housing structures within agricultural districts, the bill provides much-needed support for local farmers.

The high costs of living, especially housing, have historically made it difficult for agricultural operations to compete with other industries in retaining skilled labor. On-site housing not only alleviates commuting burdens but also makes farm employment a more attractive and sustainable option for residents, promoting a stable and dedicated agricultural workforce.

By explicitly prohibiting the use of these units for agricultural tourism and preventing separation via Condominium Property Regime (CPR), HB1737 ensures that agricultural land remains for farming rather than being subdivided for luxury "gentleman estates" or short-term rentals.

Allowing accessory employee housing units of up to 800 square feet, a 40' container, the bill accommodates the operational needs of diverse farming activities that require constant on-site management. This measure supports the growth of local farms, providing a foundation for agriculture to become a sustainable, multi-generational livelihood for Hawai'i's residents.

Mahalo for the opportunity to testify.

Hunter Heaivilin  
Advocacy Director  
Hawai'i Farmers Union

# GRASSROOT INSTITUTE OF HAWAII

1050 Bishop St. #508  
Honolulu, HI 96813  
808-864-1776  
info@grassrootinstitute.org

Removing barriers to Hawaii's prosperity

Feb. 6, 2026, 8:45 a.m.  
Hawaii State Capitol  
Conference Room 430 and Videoconference

**To: House Committee on Housing**

**Rep. Luke Evslin, Chair**  
**Rep. Tyson Miyake, Vice Chair**

**House Committee on Water and Land**

**Rep. Mark Hashem, Chair**  
**Rep. Dee Morikawa, Vice Chair**

**From: Grassroot Institute of Hawaii**

**Ted Kefalas, Director of Strategic Campaigns**

**RE: TESTIMONY IN SUPPORT OF HB1737 — RELATING TO FARM EMPLOYEE HOUSING**

Aloha chairs, vice chairs and other members of the committees,

The Grassroot Institute of Hawaii **supports** — and **offers an amendment** to — HB1737, which would update the state's definition of "farm dwelling" to include employee housing structures under certain conditions.

Under the bill, an "accessory employee housing structure" could be one or more dwelling units as long as the cumulative habitable square footage of the dwellings does not exceed 800 square feet and no unit is used as a vacation rental.

However, the current wording of the bill inadvertently redefines "farm dwellings" to exclude the term "where agricultural activity provides income to the family occupying the dwelling." Grassroot recommends the bill be rewritten by deleting the following bracketed text and adding the following underlined text:

4) Farm dwellings, employee housing, farm buildings, or activities or uses related to farming and animal husbandry. For the purposes of this paragraph, "farm dwelling" means a [single-family] residential dwelling located on and accessory to a farm, including clusters of single-family farm dwellings permitted within agricultural parks developed by the State, or where agricultural activity provides income to the family

occupying the dwelling; provided that each for each “farm dwelling” permitted on a lot an accessory employee housing structure shall be permitted.

(A) For the purposes of paragraph (4) an “accessory employee housing structure” shall be attached to or detached from the residential dwelling and shall consist of one or more dwelling units; provided that the accessory employee housing structure shall be no larger than eight hundred habitable square feet under roof per dwelling unit; provided further that the total land area upon which the single-family dwelling, accessory employee housing structure, and all appurtenances are situated shall be no larger than a ratio of      square feet per acre of agricultural land leased to the fee owner of the farm dwelling; provided further that no fee owner of the farm dwelling shall submit any portion thereof to a condominium property regime to separate the ownership of the accessory employee housing structure from the single-family dwelling pursuant to chapter 514B; and provided further that no portion of the farm dwelling shall be used for agricultural tourism or related accommodations under paragraph (14);

Grassroot pointed out in its January 2026 policy brief “[How to facilitate more housing for Hawaii farm and ranch workers](#)” that a lack of affordable housing has consistently been cited as a barrier to expanding agricultural production in Hawaii. The report also made clear that there is no statewide standard for how and where farm employee housing can be built.

Approving this bill would give farmers and ranchers an extra tool to help attract and retain workers, because living on the land could minimize commute times and transportation expenses. Consider the following information:

>> A 2020 U.S. Department of Agriculture survey found that 41% of the state’s farmers and ranchers cited a lack of labor as a barrier to expanding their operations.<sup>1</sup>

>> More than 9,500 people in Hawaii were employed as “hired farm labor” in 2023.<sup>2</sup>

>> More than half of those people worked on farms and ranches on Hawaii Island alone,<sup>3</sup> but only one-quarter of Hawaii Island farmers reported hiring labor.

Allowing more housing on farms and ranches, especially for temporary and seasonal workers, would be a win for farm and ranch owners, a win for their employees and a win for everyone who enjoys local food.

Thank you for the opportunity to testify.

Ted Kefalas, Director of Strategic Campaigns  
Grassroot Institute of Hawaii

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<sup>1</sup> “[Labor Shortage as a Barrier to Agricultural Expansion 2020](#),” Hawaii Department of Agriculture in cooperation with the U.S. Department of Agriculture, April 2022.

<sup>2</sup> “[Hawaii PYs 2024-2027](#),” Hawaii Department of Labor and Industrial Relations, p. 70.

<sup>3</sup> Hannah Leto, Jordan Mitkowski and Katie Hogan et al., “[Agricultural Labor on Hawai‘i Island](#),” Swette Center for Sustainable Food Systems at Arizona State University, May 2025, pp. 4-5.



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**LATE**

February 6, 2026

HEARING BEFORE THE  
HOUSE COMMITTEE ON HOUSING  
HOUSE COMMITTEE ON WATER & LAND

**TESTIMONY ON HB 1737**  
RELATING TO HOUSING

Conference Room 430 & Videoconference  
8:45 AM

Aloha Chairs Evslin and Hashem, Vice-Chairs Miyake and Morikawa, and Members of the Committees:

I am Brian Miyamoto, Executive Director of the Hawai'i Farm Bureau (HFB). Organized since 1948, the HFB is comprised of 1,800 farm family members statewide and serves as Hawai'i's voice of agriculture to protect, advocate, and advance the social, economic, and educational interests of our diverse agricultural community.

**The Hawai'i Farm Bureau provides comments on HB 1737**, which clarifies that a "farm dwelling" permitted in an agricultural district includes a single-family farm dwelling with an accessory employee housing structure, subject to certain restrictions.

HFB has long supported farm dwellings and farm worker housing as essential components of viable agricultural operations. On-site housing allows farmers and ranchers to live near their operations, respond to livestock and crop needs, support agricultural workers, deter agricultural crimes, and maintain productive farms, particularly in rural areas where housing options are limited. Farm dwellings and farm worker housing play an important role in sustaining local agricultural production and supporting Hawai'i's agricultural workforce.

At the same time, HFB is concerned about the misuse of agricultural lands for residential purposes that are not tied to bona fide agricultural activity. "Gentleman farms" and farm dwellings that function primarily as residential units undermine the intent of the Agricultural District, inflate land values, reduce access to land for working farmers, and create conflicts that ultimately harm legitimate agricultural operations. We support appropriate enforcement to address non-bona fide agricultural use and protect the integrity of agricultural lands.

HB 1737 amends HRS §205-4.5(a)(4), which governs permissible uses within the Agricultural District, including farm dwellings. As the Legislature considers changes, HFB urges caution to ensure that new statutory requirements do not unintentionally make it more difficult for bona fide farmers and ranchers to establish or maintain farm dwellings and agricultural worker housing.

We also respectfully note the importance of maintaining the traditional division of responsibilities between the State and the counties. Chapter 205 establishes permissible land uses at the State level, while counties have long been responsible for zoning, building standards, and regulating the size, placement, and design of dwellings through their zoning and permitting processes. Any changes to State law should focus on land-use purposes and agricultural activities, while preserving county authority over zoning and housing standards.

Finally, HFB emphasizes the importance of consistency and clarity in enforcement. Clear, workable standards that distinguish bona fide agricultural operations from non-agricultural use are essential to preventing abuse while ensuring that legitimate farmers are not unfairly burdened.

HFB appreciates the opportunity to provide comments on HB 1737 and looks forward to continued collaboration to support farm dwellings and agricultural workforce housing while protecting Hawai'i's agricultural lands for real, productive agriculture.

Thank you for the opportunity to testify.

LATE \*Testimony submitted late may not be considered by the Committee for decision making purposes.



Housing Hawai'i's Future

PO Box 3043

Honolulu, HI 96802-3043

February 6, 2026

TO: Chair Evslin and Members of the House Committee on Housing  
Chair Hashem and Members of the House Committee on Water & Lar  
RE: HB 1737, Relating to Farm Employee Housing

**LATE**

Dear Chairs Evslin, Hashem, and Committee Members,

Housing Hawai'i's Future is a nonprofit dedicated to creating opportunities for Hawai'i's next generation by ending the workforce housing shortage.

**We support House Bill 1737.** Subject to certain restrictions, this measure clarifies that a farm dwelling in agricultural districts may include an accessory employee housing structure. This clarification addresses an important intersection between agricultural productivity and the urgent need for workforce housing in rural areas.

Allowing accessory employee housing within agricultural districts supports both the agricultural sector and the broader community by enabling farm operators to provide on-site accommodations for their employees. This can help alleviate workforce shortages, reduce commuting barriers, and support the economic vitality of Hawai'i's farms. By providing clear statutory language, this measure can reduce regulatory uncertainty for farmers and landowners, supporting responsible development without undermining the integrity of agricultural districts.

**We are grateful for your careful consideration of House Bill 1737.**

Thank you,



Lee Wang  
Executive Director  
Housing Hawai'i's Future  
[lee@hawaiisfuture.org](mailto:lee@hawaiisfuture.org)



Perry Arrasmith  
Director of Policy  
Housing Hawai'i's Future  
[perry@hawaiisfuture.org](mailto:perry@hawaiisfuture.org)

**HB-1737**

Submitted on: 2/4/2026 5:19:21 PM  
Testimony for HSG on 2/6/2026 8:45:00 AM

Submitted By	Organization	Testifier Position	Testify
Keoni DeFranco	Individual	Support	Written Testimony Only

**Comments:**

Aloha Chair, Vice Chair, and Members of the Committee,

My name is Keoni DeFranco, and I submit this testimony in strong support of H.B. 1737.

Across Hawai‘i, farmers consistently face two interconnected challenges: the high cost of housing and the difficulty of retaining farm workers close to agricultural lands. When employees are forced to commute long distances or leave agriculture altogether due to housing insecurity, it directly impacts food production, farm viability, and our broader goal of food sovereignty.

H.B. 1737 provides much-needed clarity by explicitly allowing accessory employee housing as part of a permitted farm dwelling in agricultural districts. This common-sense update reflects the realities of modern farming operations while maintaining reasonable safeguards around size, use, and land area.

By enabling on-site housing for farm workers, this bill supports small and mid-sized farms, strengthens rural communities, and helps ensure that agricultural lands remain actively farmed rather than falling into disuse.

Investing in farm employee housing is an investment in Hawai‘i’s local food system, workforce stability, and long-term agricultural sustainability.

I respectfully urge your support for H.B. 1737.

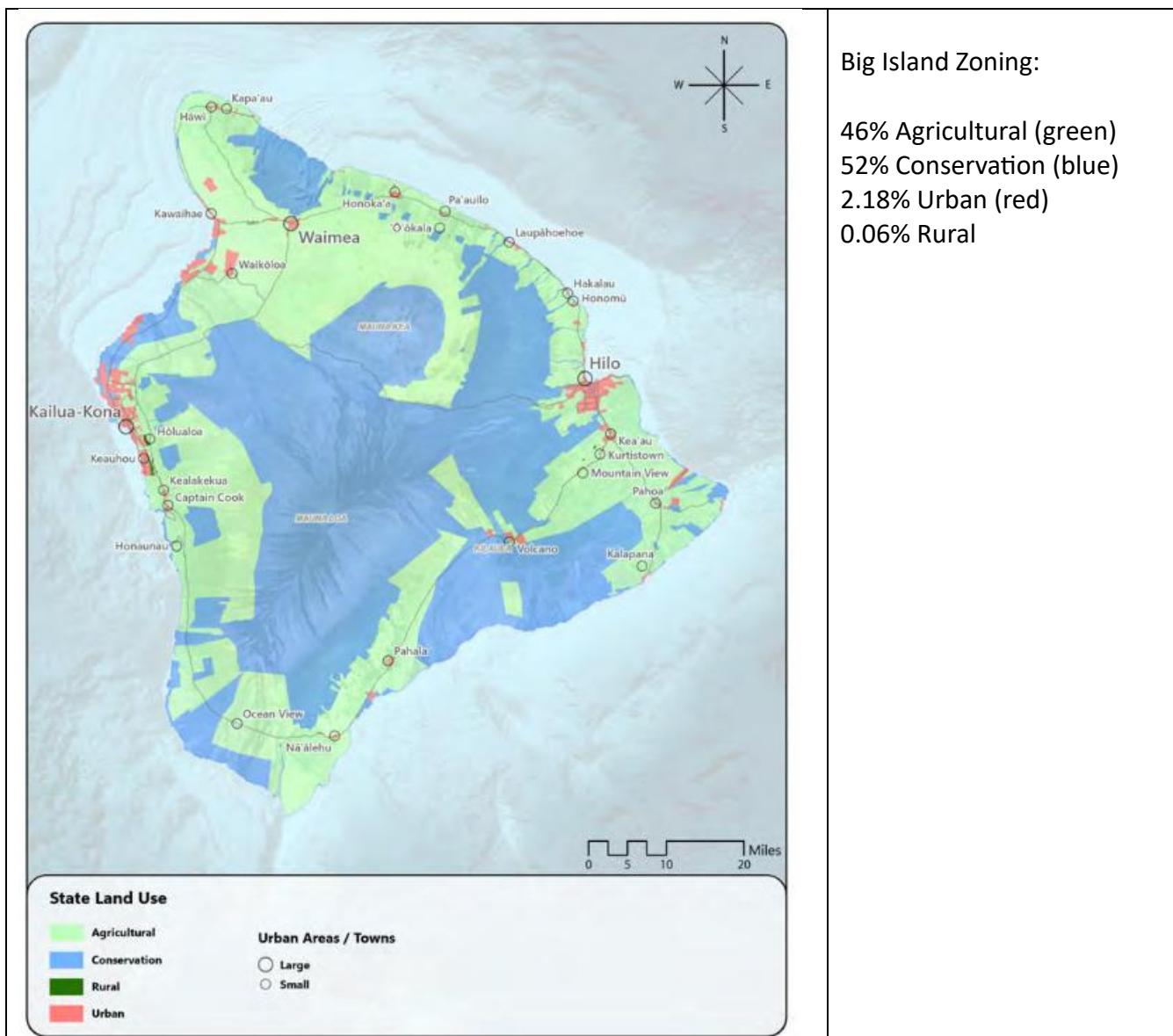
Mahalo for the opportunity to testify.

Aloha Chairs and Members of the HSG and WAL Committees,

### Big Island – Agricultural zoning

Looking at the map of the Big Island below, do you think it makes sense to have no vacation rentals in agricultural zoning (green), which represents 45.79% of the island?

Who would benefit? Who would lose? Only 2.18% of the island is zoned urban (red), which includes resort, commercial and residential zoning. The reality on the ground is that the majority of families on the Big Island live on lots zoned agricultural. Historically agricultural zoning had been abused as a default, to help subdivision developers avoid infrastructure development costs. Many lots would never be viable for farming or are simply too small.



### **Effects of HB1737 on the Big Island**

The effect of this bill on the Big Island would be that 7 of 9 districts will be cut off from the tourism economy and no local family can own a vacation rental. Resort zoned vacation rentals are concentrated in only 2 districts and tend to be multi-million dollar investment homes for off-island owners, unaffordable and unreachable to local residents.

Furthermore, if this blanket prohibition of vacation rentals on agricultural land would be used to shutdown existing vacation rentals, this will devastate many farmers and families on the Big Island. I don't think people understand how devastating this would be for the rural areas of the Big Island, where no alternative industries or jobs exist. Vacation rentals are a key economic driver in many areas of this very large island. Visitors shop at our farmers markets, shops and restaurants.

If the State is serious about supporting small scale farming for food sustainability, vacation rentals are a great way to make small farms financially viable. Most farms are not profitable and can hardly stay afloat. Building additional dwelling units has become very expensive. How would a local farmer be able to afford building additional housing? Especially if you are taking away an additional income stream? This might work for wealthy gentleman farmers or "luxury" farm developments who have figured out how to game the system (ie Ouli "Farms", Hokulia).

It's hard to make a living as a farmer on the Big Island. Farmers need MORE support and options to make their farm financially sustainable, not less. Opening regulations to allow for additional housing is good but will not help in reality, if economic conditions don't support it and nobody can afford to build. Unfortunately, HB1737 has the potential to inflict great harm to many families on the Big Island and their ability to make a living here.

Thank you for your careful consideration,  
Penny Lee

LATE \*Testimony submitted late may not be considered by the Committee for decision making purposes.

**HB-1737**

Submitted on: 2/5/2026 11:36:20 AM  
Testimony for HSG on 2/6/2026 8:45:00 AM

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

Comments:

Comment EXCEPT SOIL CLASSIFICATION A - C

Johnnie-Mae L. Perry Comment

1737 HB RELATING TO FARM EMPLOYEE HOUSING.