Amend Prior Board Action of September 14, 2018, Item D-16, *Sale of Lease and Conveyance of Leasehold Commercial Improvements by Bill of Sale at Public Auction for Business, Commercial or Industrial Purposes, Waipahu, Ewa, Oahu, Tax Map Key: (1) 9-4-049:062.*

The amendment is to delete that portion of the Board’s prior approval that would have authorized the conveyance of the leasehold commercial improvements to the successful bidder at auction for the duration of the lease term. Instead, staff recommends the Board approve a lease of the improved property and make other technical amendments of its prior action.

BACKGROUND:

On September 14, 2018, under agenda item D-16, the Board of Land and Natural Resources (Board) authorized the sale of a 65-year lease and conveyance of leasehold commercial improvements by a bill of sale at public auction for business, commercial or industrial purposes. A copy of the prior Board submittal is attached as Exhibit A.

Staff included the recommendation to convey the leasehold improvements by bill of sale based on a determination by a Land Division consultant that such an arrangement would have been the most advantageous to the State. Additionally, most of the leases the Land Division issues are ground leases where the lessee pays for, builds and owns any improvements constructed on the land for the term of the lease. At the expiration of the lease, the Board has the option of allowing the improvements to remain on the premises or requiring the lessee to remove them at its own cost. By conveying the leasehold improvements to the successful bidder at the commencement of a new auction lease, the lease would have been similar to the Department’s typical ground lease.

However, based on discussions between Land Division and the Department of the Attorney General ("AG"), staff understands that the Board does not have authority to convey the leasehold improvements as contemplated. Accordingly, some amendments are needed to the Board’s action of September 13, 2018.

\[1\] See page 4-5 of the 2018 Board submittal at Exhibit A.
Lease of improved property:

Staff recommends the Board amend its prior 2018 action by removing any reference to the conveyance of the leasehold commercial improvements by a bill of sale to the successful bidder at the proposed auction. Instead, staff is recommending the Board approve a 65-year lease of the land with its improvements.

Non Warranty Provision:

The improvements were built in 1975 long before the State became the owner of the property in 2014. As such, staff recommends the following language be incorporated into the lease:

"Non-warranty. The Lessor does not warrant the conditions of the premises or any improvements thereon. As the same are being leased as is, where is with all faults and defects, whether latent or patent."

Minimum Upset Annual Rent:

As noted on page 2 of Exhibit A, the 2018 action stipulates a minimum upset rent will be determined for the first 10 years, which will be followed by automatic step increases for the subsequent two (2) 10-year periods. Land Division procured an independent appraiser who determined that the market ground rent for the property (excluding improvements), is $96,000 per year as of November 18, 2018. The appraiser was not tasked with determining rent for the improvements. However, Land Division will procure an appraiser to determine the market rent of land and improvements, and the annual rent so determined will be the upset rent at auction.

Waiver of Sublease Approval:

In order enhance the marketability of the master lease, staff recommended the Board waive any consent required for subleasing on the premises pursuant to Act 103, Session Laws of Hawaii ("SLH") 2002, which says "... the board may waive the requirement to obtain approval for good cause...". Staff mentioned in 2018 that the sublease language in Act 103, SLH 2002, has not been codified. Nevertheless, Act 103 was never repealed and did not have a sunset date. Therefore, Act 103 is still the law today.

The report filed by the Senate Committee on Water, Land, Energy and Environment on Senate Bill 2904, which later became Act 103 says, "... where the intent is for the property to be leased to multiple subtenants (e.g. leases of shopping centers, ... or other commercial complexes), it is appropriate for the lessor to permit the lessees to issue tenant subleases without the lessor’s consent. The ability to issue subleases without the lessor’s consent in these situations is critical to the lessee’s ability to attract viable tenants for the property”.

Staff brings this Senate report to the Board’s attention to reinforce the justification for the
Board waiving any requirement for consent to subleases on the premises. There is no revision to the 2018 action for this issue.

Deferred Maintenance:

The 2018 approval allows the future tenant to obtain a rental waiver for up to 12 calendar months upon substantial completion of the deferred maintenance items described in Exhibit 4 of the 2018 submittal. Staff notes that there is no specific measurement, e.g. linear feet, but instead only an estimated cost pertaining to the ten (10) deferred maintenance items. Staff expects the work will have to be completed in phases so as not to disrupt the daily businesses of the tenants on the premises. The 2018 action apparently mandates the fixing of all items as a lease compliance matter.

Staff believes any master tenant will make its best business decision as to which items need to be fixed and the appropriate timing for doing so in order to upkeep the improvements for the best return on its investment. Therefore, staff recommends the Board amend its prior action by revising Recommendation 2.b. as follows:

“During the first 24 months from the commencement date of the lease, the lessee may request a rental waiver in the manner described below:

The rent may be waived for a maximum of twelve (12) calendar months upon substantial completion of the deferred maintenance items. Lessee may refer to Exhibit [X] for a guidance of the maintenance items and estimated costs at the time when the lease was prepared.

Lessee shall provide documents supporting the cost and completion of the maintenance items to the satisfaction of the Chairperson, whose acceptance of the maintenance items/works and associated costs for the purpose of determining the above-described rental waiver shall be final.”

There are no other pertinent issues or concerns.

RECOMMENDATION: That the Board amend its prior action of September 14, 2018, Item D-16 by the following:

A. Removing all references to the conveyance of leasehold commercial improvements from the Board’s approval of September 13, 2018 submittal, Item D-16.

B. Replacing Recommendation Section 2 in its entirety with the following:

“2. Authorize the sale of a lease at public auction covering the subject area for business, commercial or industrial purposes under the terms and conditions cited above, which are by this reference incorporated herein and further subject to the following:
a. The standard terms and conditions of the most current business, commercial or industrial general lease form, as may be amended from time to time, to include any special terms and conditions regarding subleasing that the Department of the Attorney General deems advisable including, but not limited to, term, character of use, compliance with laws, compliance with ground lease, indemnity, insurance and termination;

b. During the first 24 months from the commencement date of the lease, the lessee may request a rental waiver in the manner described below:

The rent may be waived for a maximum of twelve (12) calendar months upon substantial completion of the deferred maintenance items. Lessee may refer to Exhibit [X] for a guidance of the maintenance items and estimated costs at the time when the lease was prepared.

Lessee shall provide documents supporting the cost and completion of the maintenance items to the satisfaction of the Chairperson, whose acceptance on the maintenance work and associated costs for the purpose of obtaining the rental waiver shall be final;

c. Non-warranty. The Lessor does not warrant the conditions of the premises or any improvements thereon. As the same are being leased as is, where is with all faults and defects, whether latent or patent;

d. Review and approval by the Department of the Attorney General; and

e. Such other terms and conditions as may be prescribed by the Chairperson to best serve the interests of the State.”

C. All other terms and conditions of the September 14, 2018, D-16 action shall remain in full force and effect.

Respectfully Submitted,

Barry Cheung
District Land Agent

APPROVED FOR SUBMITTAL:

Suzanne D. Case, Chairperson
STATE OF HAWAII
DEPARTMENT OF LAND AND NATURAL RESOURCES
Land Division
Honolulu, Hawaii 96813

September 14, 2018

Authorization of Sale of Lease and Conveyance of Leasehold Commercial Improvements by Bill of Sale at Public Auction for Business, Commercial or Industrial Purposes, Waipahu, Ewa, Oahu, Tax Map Key: (1) 9-4-049:062.

LEGAL REFERENCES:
Sections 171-14, -16, -17, -36 and other applicable sections of Chapter 171, Hawaii Revised Statutes (HRS), as amended.

LOCATION:
Portion of Government lands situated at Waipahu Industrial Park, Ho‘ae‘ae, Ewa, Oahu, identified by Tax Map Key: (1) 9-4-049:062, as shown on the attached maps labeled Exhibit 1A, 1B & 1C.

AREA:
18,410 square feet of land and a two-story commercial structure consisting of 12,800 square feet, more or less.

ZONING:
State Land Use District: Urban
City & County of Honolulu CZO: I-2

TRUST LAND STATUS:
Section 5(a) lands of the Hawaii Admission Act
DHHL 30% entitlement lands pursuant to the Hawaii State Constitution: YES NO X

CURRENT USE STATUS:
See attached Exhibit 3 for current use status.

APPROVED BY THE BOARD OF LAND AND NATURAL RESOURCES
AT ITS MEETING HELD ON
September 14, 2018

EXHIBIT "A"
CHARACTER OF USE:

Business, industrial and/or commercial uses permitted under the City and County of Honolulu Land Use Ordinance.

LEASE TERM:

Sixty-five (65) years from the commencement date of the lease.

COMMENCEMENT DATE:

Sixty (60) days after the date of sale; provided that if such date is not on the first day of any month, the commencement date shall be the first day of the month following such date; and further provided that the Chairperson may amend the commencement date for good cause.

MINIMUM UPSET ANNUAL RENT AND CONVEYANCE OF LEASEHOLD IMPROVEMENTS:

To be determined by independent appraisal establishing fair market rent, subject to review and approval by the Chairperson. The appraisal shall determine the upset rent for the land for the first ten years of the lease, as well as an appropriate stepped increase (as a percentage increase over the base rent of the immediately preceding 10-year period) for the second and third 10-year periods to provide the successful bidder with a known rent for the first 30 years of the lease. The appraiser procured to determine the upset rent shall also separately determine the fair market value of the existing improvements on the land.

METHOD OF PAYMENT:

Semi-annual payments, in advance.

RENTAL REOPENINGS:

At the end of the 30th, 40th, 50 and 60th years of the lease term, by staff or independent appraisal.

PERFORMANCE BOND:

Twice the annual rental amount.

MINIMUM IMPROVEMENTS:

Within one year from the commencement date of the lease, the Lessee shall have completed the deferred maintenance items listed on Exhibit 4 having a value of not less than $126,000.00. Said maintenance items shall be in accordance with plans submitted to
the Chairperson for approval prior to their construction.

CONSTRUCTION BOND:

Amount of deferred maintenance.

RENT WAIVER:

The rent may be waived for a maximum period of twelve (12) calendar months upon substantial completion of the deferred maintenance items listed on Exhibit 4. “Substantial completion” for purposes of the lease will mean a value equal to at least 90% of the estimated deferred maintenance expense.

PROPERTY CHARACTERISTICS:

Utilities - Water, sewer, electricity and telephone

Existing Improvements - Two-story concrete masonry unit commercial structure with a rentable area of approximately 12,800 square feet.

Legal access to property - Staff has verified that there is legal access to the property off of Leokane Street.

Subdivision - Staff has verified that the subject property to be auctioned is a legally subdivided lot.

Encumbrances - Staff has verified that the following encumbrances exist on the property: See attached Exhibit 3 for list of encumbrances.

CHAPTER 343 - ENVIRONMENTAL ASSESSMENT:

In accordance with the "Exemption List for the Department of Land and Natural Resources", approved by the Environmental Council and dated June 5, 2015, the subject request is exempt from the preparation of an environmental assessment pursuant to Exemption Class No. 1, Item No. 47, (See Exhibit 2) that states "Leases of State land involving negligible or no expansion or change of use beyond that previously existing." Once the lease is acquired, should the successful bidder desire to change the use materially from the existing use, the successful bidder will be responsible for compliance with Chapter 343, HRS, with respect to any increased development or change in use of the property from the existing use.
REMARKS:

The subject parcel consists of approximately 18,410 square feet of land together with a two-story concrete masonry unit commercial structure with nine individual units and a gross leasable area of approximately 12,800 square feet. The Department acquired this property through an Exchange Deed dated February 21, 2014 between the State of Hawaii and Hawaii Baptist Academy for the purpose of increasing public land trust revenue in order to support the public land trust and the Department’s fiduciary duties. The building was 100% occupied at the time of acquisition. At its meeting on December 13, 2013, under agenda item D-32, the Board granted its final approval of the exchange and authorized the issuance of revocable permits for the property’s existing tenants. With the exception of one holdover tenant, staff has accomplished this.

Staff contracted with Colliers International (Colliers) for a Lease and Sale Analysis report to evaluate which of the following two actions would be most advantageous to the State: the sale at public auction of leasehold improvements in conjunction with a new ground lease (Option 1); or the sale at public auction of a lease for land and improvements (Option 2). In addition, staff asked Colliers to recommend the lease term that would be most desirable for potential bidders at public auction. Colliers’ evaluation concluded that Option 1, with a lease term of 65 years, would be most attractive to potential investors and produce the highest revenue for the State. Colliers also calculated the present value of the cash flow keeping these revocable permits in place for the same period of time (see table below).

1 Colliers determined the price for the leasehold improvements by discounting the cash flow an investor would realize over the term of the lease (i.e. gross rent less operating expenses, real property taxes and lease rent less capital expenses/reserves). They also assumed the proceeds from the sale of the improvements would be reinvested and provide a return of 3% (based on the 30-year T-Bill rate). Colliers used two scenarios, sales comparable approach and the assessed land value approach, to value the ground lease, and a 7% return for each scenario, fixed for 10-years.

2 To evaluate this option, Colliers assumed two types of bidders: investors and owner users. They assumed an investor would pay an annual master lease rent of $113,664, which would allow for an 8% annual return. They also assumed a capital improvement reserve for the entire lease term. Colliers assumed an owner user would pay an annual master lease rent of $158,208. They assumed no capital improvement reserves for the entire lease term.
Staff is therefore recommending that the Board authorize the auction of a new 65-year lease covering the land of the subject parcel, and the sale of the leasehold improvements to the successful bidder. As mentioned above, the subject property consists of an approximately 18,410 square foot lot and an approximately 12,800 square foot structure.

Staff anticipates that the successful bidder (lessee) will issue sub-space leases for the individual units within the building. Staff believes that due to the competitive nature of the Oahu commercial real estate market, the lessee will need to act expeditiously to sublet the premises to avoid vacancies and maintain a healthy cash flow. However, the Department’s standard sublease language, as required under Hawaii Revised Statutes Section 171-36(a)(6), provides:

"The Lessee shall not rent or sublet the whole or any portion of the premises, without the prior written approval of the Board; provided, however, that prior to this approval, the Board shall have the right to review and approve the rent to be charged to the proposed sublessee and that in the case where the Lessee is required to pay rent based on a percentage of its gross receipts, the receipts of the sublessee or any subsequent sublessee shall be included as part of the Lessee’s gross receipts, and the Board shall have the right to revise the rent for the premises based upon the rental rate charged to the sublessee including the percentage rent, if applicable, and proved, further, that the rent may not be revised downward. For good cause, the Board may waive the requirement that the Lessee obtain prior written approval to rent or sublet"
Staff therefore recommends that the auction lease contain a provision allowing the lessee to sublet without Board consent pursuant to HRS Section 171-36 (b), which provides in relevant part:

"(b) The board, from time to time, upon the issuance or during the term of any intensive agricultural, aquaculture, commercial, mariculture, special livestock, pasture, or industrial lease, may:

(1) Modify or eliminate any of the restrictions specified in subsection (a);...

to the extent necessary to qualify the lease for mortgage lending or guaranty purposes with any federal mortgage lending agency, to qualify the lessee for any state or private lending institution loan, private loan guaranteed by the State, or any loan in which the State and any private lender participates, or to amortize the cost of substantial improvements to the demised premises that are paid for by the lessee without institutional financing . . . ."

Furthermore, with respect to the lessee subletting the premises without the Board’s approval, Act 103 Session Laws of Hawaii 2002 (Act 103) states, "The board may waive the requirement to obtain approval for good cause . . . ."³

Given the unique nature of this property within the Division’s portfolio (i.e. a multi-tenant commercial property), the expenditure of not less than $126,000 required to address the deferred maintenance issues at the property, which will either be self-financed or financed through a mortgage, and the timeliness with which the lessee will need to act to keep the property fully occupied, staff recommends that the Board use its discretion, as allowed under HRS 171-36(b) and Act 103, to include a provision in the auction lease allowing the lessee to sublet without Board consent. In addition, staff recommends the sub-space leases be freely assignable without the Board’s consent, and without any premium being owed to the Board.

The Board has previously stated its desire to convert revocable permits to long term dispositions, where possible. At present, no statutory mechanism exists to allow staff to issue space leases

³ For reasons staff is unable to determine, Act 103 has not been codified into the official version of the Hawaii Revised Statutes.
for the individual permittees at the subject property. Staff believes the sale of a lease at public auction is the means to achieve this objective.

Staff solicited comments from the Office of Hawaiian Affairs, Board of Water Supply, the City and County of Honolulu’s Departments of Planning, Parks & Recreation and Facility Management. The Board of Water Supply had no objections and concurred with the exemption notification. The Department of Planning and Permitting’s comments are attached as Exhibit 5. The successful bidder will be required to comply with any SMA requirements applicable to any increased development or change in use as referenced in Exhibit 5. None of the other agencies replied by the suspense date.

RECOMMENDATION: That the Board:

1. Declare that, after considering the potential effects of the proposed disposition as provided by Chapter 343, HRS, and Chapter 11-200, Hawaii Administrative Rules, this project will probably have minimal or no significant effect on the environment and is therefore exempt from the preparation of an environmental assessment.

2. Authorize the sale of a lease and conveyance of leasehold commercial improvements by bill of sale at public auction covering the subject area for business, commercial or industrial purposes under the terms and conditions cited above, which are by this reference incorporated herein and further subject to the following:

   a. The standard terms and conditions of the most current business, commercial or industrial general lease form, as may be amended from time to time, to include any special terms or conditions regarding subleasing that the Department of the Attorney General deems advisable including, but not limited to, term, character of use, compliance with laws, compliance with ground lease, indemnity, insurance and termination;

   b. The rent may be waived for a maximum of twelve (12) calendar months upon substantial completion of the deferred maintenance items contained in Exhibit 4;

   c. Review and approval by the Department of the Attorney General; and
d. Such other terms and conditions as may be prescribed by the Chairperson to best serve the interests of the State.

3. The Board find there is good cause to waive the sublease approval requirement under HRS Section 171-36(a)(6) pursuant to Act 103 SLH 2002, to the extent the Department of the Attorney General determines Act 103 is good law.

Respectfully Submitted,

Richard T. Howard

APPROVED FOR SUBMITTAL:

Suzanne D. Case, Chairperson
EXEMPTION NOTIFICATION

Regarding the preparation of an environmental assessment pursuant to Chapter 343, HRS and Chapter 11-200, HAR

Project Title: Authorization of Sale of Master Lease at Public Auction for Business, Commercial or Industrial Purposes.

Project / Reference No.: PSF No. 18OD-078

Project Location: Waipahu Industrial Park, Ho‘ae‘ae, Ewa, Oahu, identified by Tax Map Key: (1) 9-4-049:062

Project Description: Sale of Master Lease at Public Auction for Business, Commercial or Industrial Purposes.

Chap. 343 Trigger(s): Use of State Land

Exemption Class No.: In accordance with Hawaii Administrative Rule Section 11-200-8 and the Exemption List for the Department of Land and Natural Resources reviewed and concurred by the Environmental Council on June 5, 2015, the subject request is exempt from the preparation of an environmental assessment pursuant to Exemption Class No. 1, “Operations, repairs or maintenance of existing structures, facilities, equipment, or topographical features, involving negligible or no expansion or change of use beyond that previously existing,” Item 47, which states the “Leases of state land involving negligible or no expansion or change of use beyond that previously existing.”

As the proposed action involves the sale of the master lease at public auction, the tenant will be responsible for compliance with Chapter 343, HRS, in the event it proposes any development of the land that is not exempt from Chapter 343. As such, staff believes that the sale of the lease at public auction involves negligible or no expansion or change of use beyond that previously existing, and should therefore be found exempt from the preparation of an environmental assessment under Chapter 343, HRS.

Cumulative Impact of Planned Successive Actions in Same Place Significant? No, the requested location has been used for business/industrial purposed since its construction in 1975. Therefore, staff believes the sale of the master lease at public auction has no significant effect on the environment.
Action May Have Significant Impact on Particularly Sensitive Environment?

No.

Analysis: The request pertains to selling a master lease for the subject location. Other lots in the area have been used for similar purposes for decades. Staff believes that the request would involve negligible or no expansion or change in use of the subject location beyond that previously existing.

Consulted Parties

Agencies listed in submittal.

Recommendation: It is recommended that the Board find this project will probably have minimal or no significant effect on the environment and is presumed to be exempt from the preparation of an environmental assessment.

EXHIBIT 2
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<tr>
<th>Doc. No.</th>
<th>Permittee Name</th>
<th>Permitted Use</th>
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## 94-143 Leokane St.
### Deferred Maintenance

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<td>Paint exterior walls</td>
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<td>Install safety nosing on stairs</td>
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<tr>
<td>Repair and clean hard rails and pickets</td>
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<td>Install fluid coating on lanais</td>
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<td>Install fluid coating on deck and ramp</td>
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<td>Replace gutters and downspouts</td>
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<td>Replace aging and deteriorating sanitary lines</td>
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</tbody>
</table>
Mr. Richard T. Howard  
Land Agent  
Department of Land and Natural Resources  
Land Division  
State of Hawaii  
P.O. Box 621  
Honolulu, Hawaii 96809

Dear Mr. Howard:

SUBJECT: Request for Comments on Sale of Master Lease at Public Auction for Business, Commercial, or Industrial Purposes, Waipahu, Ewa, Oahu, Tax Map Key: (1) 9-4-049: 062

We received your letter on June 18, 2018, requesting comments on the Sale of Master Lease, as referenced above. We offer the following comments and recommendations.

1. The subject property is in the Special Management Area (SMA). Any proposal that is considered "development" pursuant to Section 25-1.3, Revised Ordinances of Honolulu, will require an SMA Permit. Any development that is valued at more than $500,000 will require an SMA Use Permit.

2. The subject property is also located within the Transit-Oriented Development (TOD) Special District, and additional design standards apply to redevelopment projects.

3. The Waipahu Neighborhood TOD Plan highlights the need to create and improve connectivity and circulation through the rail station areas. If this site is to be redeveloped in the future, the TOD Plan recognizes the opportunity for creating public access between the Leeward Bikeway and Leokane Street at or near this site (the Leeward Bikeway is also referred to as the Pearl Harbor Historic Trail in the TOD Plan.) The State Department of Transportation has an ongoing improvement project along the Leeward Bikeway.
4. While the TOD Plan proposed a recreational park in this location, the current zoning of the property is Industrial-Intensive. The vision outlined in the TOD Plan should be considered again in the future, at the end of the Master Lease's terms.

Thank you for the opportunity to provide input for the sale. Should you have any questions, please contact Andrew Tang of our staff, at 768-8123 or andrew.tang@honolulu.gov.

Very truly yours,

[Signature]

Kathy K. Sokugawa
Acting Director