

## **FOR INFORMATION AND DISCUSSION**

### **I. REQUEST**

Informational Presentation by the HCDA Staff on a Legislative Proposal to Transition the Kakaako Community Development District, Established under Section 206E-32, *Hawai'i Revised Statutes*, to the City and County of Honolulu, and Discussion of Possible Next Steps.

### **II. BACKGROUND**

Prior to its deferral at the end of February 2025, the last proposed version of Senate Bill 534 S.D. 2 included a provision to establish a working group within the Authority to plan, coordinate, and facilitate the transfer of the Kaka'ako Community Development District ("KCDD") and its functions from the Authority to the City and County of Honolulu. The provisions of the bill would have also established a five-year deadline to complete this transition.

In addition, the Authority's 2024 strategic plan includes a longer-term, low-priority goal (5+ years) to plan for the transition of the regulation and management of Kaka'ako back to the City and County of Honolulu. One of the benefits of this would be to free up Authority staff and resources to focus on other development projects and initiatives.

The idea to "sunset" the Authority's activities in Kaka'ako was last studied about five years ago, when the Hawai'i State Legislature ("Legislature") required HCDA to prepare a report that would inform such a transfer back to the City and County of Honolulu. To meet the requirements of Act 005 (2019), the Authority established a permitted interaction group to analyze the issue and address proposed legislation. The resulting Sunset Study ("Study") report was adopted by the Kaka'ako Board at its January 8, 2020 meeting and submitted to the Hawai'i State Legislature that afternoon (Exhibits A and B).

### **III. DISCUSSION**

The Legislature established the Hawai'i Community Development Authority under Act 153 (1976) to create an entity that could join the strengths of public and private interests to address the lack of planning and coordination which had resulted in underdeveloped or blighted areas. The KCDD was established as the first district under this law and included what is now known as the Kaka'ako Mauka area.

Prior to the adoption of the first KCDD Master Plan in 1981, Kaka'ako contained about 2,300 residents. By 2020, however, the KCDD contained almost 19,400 residents, 11,400 housing units, and 28,000 jobs.

## Study

On a policy level, the Authority sought to identify how a community development district, such as the KCDD, could be evaluated as being “substantially complete” and ready to transfer to a county or other entity. One basis for such an evaluation is the statutory findings and guidance policies provided in Hawai‘i Revised Statutes (HRS) §§206E-1, -31, -33, and other laws. With respect to the policies governing the KCDD, the Sunset Study noted that the redevelopment of industrial areas, such as in Central Kaka‘ako, have not yet been met. In addition, goals to promote the development of pedestrian-friendly areas and innovative mixed-use projects have also not yet been met.

Other considerations identified in the Study included long-term leases (HRS §§206E-9 and -31.6), prohibitions on the sale of lands (HRS §206E-31.5), and commitments vested through master plans, development agreements, and permit approvals (Exhibit C). The administration of reserved housing units would also need to be addressed, including outstanding equity-sharing payments—currently estimated at a total value of over \$82 million. The future of Authority-owned assets under long-term leases within the district, including the Nohona Hale and ArtSpace Lofts affordable housing projects, Kewalo Basin Harbor, and even the site of the John A. Burns School of Medicine, would also need to be considered.

It was also noted that the City and County of Honolulu, in 2019, required the Authority to pay \$2.2 million to the City for future improvements to the Kaka‘ako makai parks as a condition before agreeing to the transfer of the parks from the Authority to the City.

Overall, the Study recommended additional studies to evaluate the legal issues and any liabilities associated with such a transition.

## Current Issues

In recent years, Authority staff have begun working on administrative issues with the City and County of Honolulu that need to be resolved, regardless of if and when a transition occurs. These issues include the transfer of remnant roadway parcels (Exhibit D), integration of permitting systems, and file preservation issues.

Prepared By: Ryan Tam, Director of Planning & Development



Reviewed By: Craig Nakamoto, Executive Director

*Craig K. Nakamoto*

## Attachments:

- Exhibit A: Report on Act 005 (2019), Report on a comprehensive transition plan to transfer control of the Kakaako Community Development District (“KCDD”) and proposed legislation, January 8, 2020
- Exhibit B: Minutes from the January 8, 2020 Kaka‘ako Authority Meeting
- Exhibit C: Active Planned Development Permits and 201H Projects
- Exhibit D: Remnant Roadway Parcels Pending Transfer to the City and County of Honolulu

**DAVID Y. IGE**  
GOVERNOR

**JOHN WHALEN**  
CHAIR

**AEDWARD LOS BANOS**  
EXECUTIVE DIRECTOR



**HAWAII COMMUNITY  
DEVELOPMENT AUTHORITY**

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January 8, 2020

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

The Honorable Scott K. Saiki, Speaker  
and Members of the House of Representatives  
Thirtieth State Legislature  
State Capitol, Room 431  
Honolulu, Hawaii 96813

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

Pursuant to Act 005 Hawaii Session Laws 2019, I am submitting a plan to transfer control of the authority's Kakaako development district.

The Kakaako Community Development Authority voted on January 8, 2020 and accepted the recommendations in the attached plan.

In accordance with Section 93-16, Hawaii Revised Statutes, I am also informing you that the report may be viewed electronically at: <http://dbedt.hawaii.gov/hcda/hcda-annual-reports>.

Sincerely,

Aedward Los Banos

Enclosure

c: Legislative Reference Bureau

**State of Hawaii**  
**Department of Business, Economic Development and Tourism**  
**Hawaii Community Development Authority**

**Report on Act 005 (2019)**  
**Report on a comprehensive transition plan to transfer control of the Kakaako Community**  
**Development District (“KCDD”) and proposed legislation.**

January 08, 2020

**EXECUTIVE SUMMARY**

The Hawaii Community Development Authority (“HCDA”) submits this report to the Hawaii State Legislature pursuant to Act 005 (2019.)

This report is a “Sunset Study” intended to inform a transfer of the Kakaako Community Development District (“KCDD”).

Among the many strengths of HCDA is to be a pilot project or petri dish for the rest of the state. The cohesive plans and rules that have been adopted with extensive community input has led to an area that is beginning to demonstrate the concepts of live, work and play.

HCDA has been able to delve into form-based codes as a way to bring Kakaako into the 21<sup>st</sup> Century. Many other areas are done in more of an ad-hoc fashion, leading to a patchwork of projects.

While much needs to be done, the communities growing around the Victoria Ward/Nauru area on the Diamond Head side of the District and the Kamehameha Schools area on the Ewa end of the district have led to more people walking the neighborhoods and more activities for the community at large.

This report consists of a policy analysis on the conditions that would make a Community Development District ripe for transfer to other governmental bodies. The board is not convinced that all activities should be transferred to the city and county of Honolulu (“City”), as there are assets the City may not otherwise be able to manage effectively.

In the second part of this report, there is a staff analysis of issues that need to be resolved prior to the transfer of responsibilities in Kakaako to the City or other governmental agencies. The HCDA Board does not view this as a comprehensive list as it has found that in other land transfers, many complexities arise that were not anticipated at the outset of such negotiations.

The HCDA Board, after much deliberation, concurred with the sentiment that at some point, the agency should transition out of Kakaako. However, the board does not concur that HCDA’s assets and responsibilities should be transferred to the city, especially since some of the duties of HCDA could possibly be handled by sister state agencies to ensure entitlements granted by the state are upheld.

During its deliberations, the HCDA Board decided to pursue more objective measures to determine how the state would determine when a Community Development District was substantially complete and ripe to transfer to the City or to other state agencies.

**Findings and Recommendations**

- The HCDA Board needs to evaluate the conditions under §206E to determine what criteria it can use to deem any district it has jurisdiction over as substantially complete.
- The HCDA Board needs to evaluate what assets currently held by the agency should be held and which assets should be divested, including a timetable on any action.
  - It may be advantageous to hold certain properties for a period of time in order to leverage other opportunities. HCDA needs to further evaluate such opportunities to determine the best course of action to benefit all people of the state.
- The Office of Planning needs time to complete a technical study on issues that must be considered.
- A legal review needs to be completed to evaluate obligations made by the state and the HCDA that binds the state.

## BACKGROUND

Pursuant to Act 005 (2019), the Hawaii Community Development Authority (“HCDA”) shall submit a comprehensive transition plan and proposed legislation to transfer control of the authority's Kakaako development district twenty days prior to the convening of the regular session of 2020.

Act 005 was signed by the Governor on April 12, 2019.

In addition, SB 1530 would have required that the:

*(1) Hawaii community development authority develops a comprehensive transition plan to transfer the control of the authority's Kakaako community development district described in section 206E-32, Hawaii Revised Statutes, to the city and county of Honolulu;*

*(2) Comprehensive transition plan includes proposed enabling legislation to abolish the Hawaii community development authority's authority over the Kakaako community development district described in section 206E-32, Hawaii Revised Statutes, and execute the transfer of control of the Kakaako community development district to the city and county of Honolulu by no later than December 31, 2023; and*

*(3) Plan and proposed legislation are submitted to the legislature no later than twenty days prior to the convening of the regular session of 2020.*

SB 1530 was vetoed by the Governor on July 9, 2019. The Governor’s veto message reads in part, “*HCDA is committed to developing a comprehensive transition plan to transfer control of the Kaka’ako Community Development District to the City and County of Honolulu and to submitting proposed enabling legislation for the 2020 regular legislative session.*”

## HCDA BOARD ACTIONS

On July 10, 2019, the HCDA Kakaako board approved the formation of a permitted interaction group to inform the policy implications of a transfer of the KCDD to the City and County of Honolulu.

Also on July 10, 2019, the HCDA Kakaako board voted to convene a permitted action group to report back to the full board on the implications of sunseting HCDA authority in Kakaako. In addition, the board approved an action to spend up to \$100,000 to commission the Office of Planning (“OP”) to do a technical study on the steps necessary to transfer the KCDD to the City and County of Honolulu.

## PERMITTED INTERACTION GROUP

Hawaii Revised Statutes §92-2.5 (b) allows boards to form permitted action groups as follows:

*(b) Two or more members of a board, but less than the number of members which would constitute a quorum for the board, may be assigned to:*

*(1) Investigate a matter relating to the official business of their board; provided that:*

*(A) The scope of the investigation and the scope of each member's authority are defined at a meeting of the board;*

*(B) All resulting findings and recommendations are presented to the board at a meeting of the board; and*

*(C) Deliberation and decisionmaking on the matter investigated, if any, occurs only at a duly noticed meeting of the board held subsequent to the meeting at which the findings and recommendations of the investigation were presented to the board;*

The HCDA Kakaako board approved the following motion on July 10, 2019: “Shall the Authority appoint members to a permitted interaction group to provide recommendations on conditions for the eventual dissolution of the Kakaako Community Development District consistent with the purpose and intent of Chapter 206E.”

The permitted interaction group submitted its report to the Kakaako Board on December 4, 2019 and it was subsequently approved on January 8, 2020.

## **REPORT OF THE HAWAII COMMUNITY DEVELOPMENT AUTHORITY TASK FORCE ON THE EVENTUAL DISSOLUTION OF KAKAAKO COMMUNITY DEVELOPMENT DISTRICT.**

### **PROCEDURAL HISTORY**

On July 10, 2019, the Kakaako board approved the creation of a permitted interaction group in compliance with HRS Chapter 92-2.5.

In public testimony provided before the board, questions arose as to whether the goals of HCDA in Kakaako have been met including:

- Building a complete community with commercial, retail, amenities, affordable housing, and infrastructure.
- The disposition of whether housing would be allowed makai of Ala Moana Boulevard.
- Whether plans, laws, and rules currently in place and agreed to by the community would be honored.
- What city protections would be put in place to honor the community's intent in the district.

The board, on a policy level, wanted to evaluate the conditions under which any district would be considered to be “substantially complete.”

In addition, the board noted HCDA holds many assets in the Kakaako area. Some of the assets fulfill a statewide purpose to provide social services (for example, affordable housing projects or the Family Assessment Center homeless shelter in the Kakaako Waterfront Park) that provides minimal lease rent but a much larger benefit the public.

However, the board recognizes that there is a “sweet spot” on when to hold or release properties. From a cost/benefit point of view, there needs to be further evaluation on the timing of properties that can transition to other entities. The board feels that there is a need to evaluate transitioning more fully to be able to maximize the state's opportunities.

The board approved a motion that reads, “Shall the Authority appoint members to a permitted interaction group to provide recommendations on conditions for the eventual dissolution of the Kakaako Community Development District consistent with the purpose and intent of Chapter 206E.”

The motion passed with eight ayes, no noes, and one excused.

Members appointed to the permitted interaction group were Phillip Hasha, Jason Okuhama, Kevin Sakoda, and John Whalen.

### **HAWAII REVISED STATUTES**

In order to decide whether a district is complete and ready to transfer to a county or any other body, it is instructive to look at the applicable law. Generally, under HRS 206E, the standard is:



**§206E-1 Findings and purpose.** *The legislature finds that many areas of the State are substantially undeveloped, blighted, or economically depressed, and are or are potentially in need of renewal, renovation, or improvement to alleviate such conditions as dilapidation, deterioration, age, and other such factors or conditions which make such areas an economic or social liability.*

*The legislature further finds that there exists within the State vast, unmet community development needs. These include, but are not limited to, a lack of suitable affordable housing; insufficient commercial and industrial facilities for rent; residential areas which do not have facilities necessary for basic liveability, such as parks and open space; and areas which are planned for extensive land allocation to one, rather than mixed uses.*

*It is further determined that the lack of planning and coordination in such areas has given rise to these community development needs and that existing laws and public and private mechanisms have either proven incapable or inadequate to facilitate timely redevelopment and renewal.*

*The legislature finds that a new and comprehensive authority for community development must be created to join the strengths of private enterprise, public development and regulation into a new form capable of long-range planning and implementation of improved community development. The purpose of this chapter is to establish such a mechanism in the Hawaii community development authority, a public entity which shall determine community development programs and cooperate with private enterprise and the various components of federal, state, and county governments in bringing plans to fruition. For such areas designated as community development districts, the legislature believes that the planning and implementation program of the Hawaii community development authority will result in communities which serve the highest needs and aspirations of Hawaii's people.*

*The legislature finds that the creation of the Hawaii community development authority, the establishment of community development districts, and the issuance of bonds pursuant to this chapter to finance public facilities serve the public interest and are matters of statewide concern.*

More specifically, in Kakaako:

**[§206E-31] Kakaako community development district; purposes.** *The legislature finds that:*

*(1) The Kakaako district is centrally located in Honolulu proper, in close proximity to the central business district, the government center, commercial, industrial and market facilities, major existing and contemplated transportation routes and recreational and service areas;*

*(2) Due to its present function as a service and light industrial area, the district is relatively underdeveloped and has especially in view of its proximity to the urban core where the pressure for all land uses is strong the potential for increased growth and development that can alleviate community needs such as low-income housing, parks and open space, and commercial and industrial facilities;*

(3) *The district, if not redeveloped or renewed, has the potential to become a blighted and deteriorated area. Due to its present economic importance to the State in terms of industry and subsequent employment, there is a need to preserve and enhance its value and potential;*

(4) *Kakaako has a potential, if properly developed and improved, to become a planned new community in consonance with surrounding urban areas.*

*In coordinating community development in the Kakaako district, the authority shall plan a mixed-use district whereby industrial, commercial, residential, and public uses may coexist compatibly within the same area.*

*The authority shall plan for the above uses, but shall also respect and support the present function of Kakaako as a major economic center, providing significant employment in such areas as light industrial, wholesaling, service, and commercial activity.*

**§206E-33 Kakaako community development district; development guidance policies.** *The following shall be the development guidance policies generally governing the authority's action in the Kakaako community development district:*

(1) *Development shall result in a community which permits an appropriate land mixture of residential, commercial, industrial, and other uses. In view of the innovative nature of the mixed use approach, urban design policies should be established to provide guidelines for the public and private sectors in the proper development of this district; while the authority's development responsibilities apply only to the area within the district, the authority may engage in any studies or coordinative activities permitted in this chapter which affect areas lying outside the district, where the authority in its discretion decides that those activities are necessary to implement the intent of this chapter. The studies or coordinative activities shall be limited to facility systems, resident and industrial relocation, and other activities with the counties and appropriate state agencies. The authority may engage in construction activities outside of the district; provided that such construction relates to infrastructure development or residential or business relocation activities; provided further, notwithstanding section 206E-7, that such construction shall comply with the general plan, development plan, ordinances, and rules of the county in which the district is located;*

(2) *Existing and future industrial uses shall be permitted and encouraged in appropriate locations within the district. No plan or implementation strategy shall prevent continued activity or redevelopment of industrial and commercial uses which meet reasonable performance standards;*

(3) *Activities shall be located so as to provide primary reliance on public transportation and pedestrian facilities for internal circulation within the district or designated subareas;*

*(4) Major view planes, view corridors, and other environmental elements such as natural light and prevailing winds, shall be preserved through necessary regulation and design review; provided that no portion of any building or structure in the Kakaako Mauka area shall exceed four hundred eighteen feet in height;*

*(5) Redevelopment of the district shall be compatible with plans and special districts established for the Hawaii Capital District, and other areas surrounding the Kakaako district;*

*(6) Historic sites and culturally significant facilities, settings, or locations shall be preserved;*

*(7) Land use activities within the district, where compatible, shall to the greatest possible extent be mixed horizontally, that is, within blocks or other land areas, and vertically, as integral units of multi-purpose structures;*

*(8) Residential development may require a mixture of densities, building types, and configurations in accordance with appropriate urban design guidelines; integration both vertically and horizontally of residents of varying incomes, ages, and family groups; and an increased supply of housing for residents of low- or moderate-income may be required as a condition of redevelopment in residential use. Residential development shall provide necessary community facilities, such as open space, parks, community meeting places, child care centers, and other services, within and adjacent to residential development; and*

*(9) Public facilities within the district shall be planned, located, and developed so as to support the redevelopment policies for the district established by this chapter and plans and rules adopted pursuant to it.*

Therefore the Permitted Interaction Group focused on the concepts on what criteria could be used to judge whether a Community Development District has met substantially the goals set forth by the Legislature and could be objectively be considered met, and thus ripe to transfer to any county where an HCDA Community Development District exists, either now or in the future.

### **Compliance with §206E-1 Findings and purpose.**

In Kakaako, there are two major areas in need of renewal, renovation, or improvement to alleviate such conditions as dilapidation, deterioration, age, and other such factors or conditions which make such areas an economic or social liability. It would appear as if the Sheridan Tract area is an unlikely area to create areas of economic activity because the area consists of low-rise residential areas. However, in the Central Kakaako area flooding, narrow streets, haphazard parking and dilapidated road conditions could benefit from long range planning.

- §206E-1 suggests long-term planning is desirable, but does not inform the conditions that would signal that HCDA’s mission in any Community Development District has been completed.

### **Compliance with §206E-31 Kakaako community development district; purposes.**

Under §206E-31(4), the requirement that HCDA plan a mixed-use district whereby industrial, commercial, residential, and public uses may coexist compatibly within the same area has not been met. While many successful developments have been completed, the industrial component has not yet been met. Most industrial uses are in the Central Kakaako area. While HCDA has completed many improvement district projects, none have been completed in the Central Kakaako area. This has resulted in well-planned developments on the Diamond Head and Ewa ends of the district, but very little increased economic development in the middle of the district.

- The goal stated in §206E-31(4) has not been met.

### **Compliance with §206E-33 Kakaako community development district; development guidance policies.**

§206E-33(2) states, “Existing and future industrial uses shall be permitted and encouraged in appropriate locations within the district. No plan or implementation strategy shall prevent continued activity or redevelopment of industrial and commercial uses which meet reasonable performance standards.”

- Currently, very little progress has been made in promoting redevelopment of industrial areas. The industrial areas have not undergone improvement projects and suffer from flooding and other infrastructure issues. More work needs to be done in this area to ensure that the Kakaako community serves residential, commercial, and industrial needs. The goal stated in §206E-33(2) has not been met.

§206E-33(3) states, “Activities shall be located so as to provide primary reliance on public transportation and pedestrian facilities for internal circulation within the district or designated subareas”

- Currently, the internal circulation does not make it hospitable for public transportation, bike share, and pedestrian travel between the east and west sides of the district. No improvements have been made between Cooke and Kamakee Streets. The goal stated in §206E-33(3) has not been met.

§206E-33(7) and (8) states: “(7) Land use activities within the district, where compatible, shall to the greatest possible extent be mixed horizontally, that is, within blocks or other land areas, and vertically, as integral units of multi-purpose structures;

(8) Residential development may require a mixture of densities, building types, and configurations in accordance with appropriate urban design guidelines; integration both vertically and horizontally of residents of varying incomes, ages, and family groups; and an increased supply of housing for residents of low- or moderate-income may be required as a

condition of redevelopment in residential use. Residential development shall provide necessary community facilities, such as open space, parks, community meeting places, child care centers, and other services, within and adjacent to residential development.”

- While HCDA has made great inroads in making sure developers create multi-purpose structures with both commercial and residential uses in the same development, or a residential project where parking structures are wrapped with residential units, there are still more items to consider. Namely, how do adapt these concepts to mid-rise buildings. There has been little progress in enticing landowners and developers to imagine how to get projects in Central Kakaako to innovate and create new, exciting neighborhoods with pedestrian-friendly areas and innovative mixed-use projects. The goals stated in §206E-33(7) and (8) have not been met.

### **OTHER STATUTES TO CONSIDER IN CONTEMPLATING SUBSTANTIAL COMPLETION IN KAKAAKO**

In addition to the foregoing, there are other statutes that consider a longer-term commitment to Kakaako by the HCDA.

- §206E-9 and §206E-31.6 allows for leases from HCDA up to 65 years;
- §206E-31.5 prohibits selling or otherwise assigning the fee simple interest in any lands in Kakaako with a few exceptions; and
- §206E-36 provides that any owner of a private road must conform and maintain the road to city standards and cannot charge for parking if the road is not maintained to county standard.

Part III of Chapter 206E contemplates a Reserved Housing Loan Program, which has never been used.

### **LEGAL CONSIDERATIONS**

Your permitted interaction group recognizes that actions approved by the HCDA board incurs liability to the state. Therefore, a legal review must be conducted regarding the liabilities incurred by regulations and rules approved by HCDA as well as actions taken to approve master plans, development agreements, and permits issued.

As some agreements are contractual in nature, liabilities to the state may survive any changes to the laws and rules. Your permitted interaction group needs to review such liabilities before it is able to make an educated recommendation on what a sunset of the Kakaako Community Development District would look like.

### **ANALYSIS**

To the extent that the statutes listed above have measurable goals as opposed to being purely aspirational, it would appear that there is still much work that must be done.

HCDA's biggest success is to bring master planned communities at both the Ewa and Diamond Head edges of the district, where in recent years there is increased walkability and communities are growing up around those areas. Both areas have been subject to state investment to improve infrastructure.

However, central Kakaako has seen little state investment and its character remains unchanged.

In fact, one thing that is lacking is an East to West connection to provide better internal circulation to the district to provide economic activity throughout the district, not just in two kipuka.

Central Kakaako has been an industrial area and so without improvement, one overriding goal to ensure the neighborhood keeps industrial and commercial uses has yet to be implemented in a meaningful way.

If one looks at commercial uses, there is a lot of retail use that has been developed, but other new commercial uses appear to be lacking.

Therefore, your board believes more work must be done to bring a fully integrated community as a pilot project that can be followed for the rest of the state.

One way of achieving that goal is for HCDA to adopt rules related to Transit Oriented Development. Several stakeholders have approached HCDA about working to adopt rules on Transit Oriented Development. HCDA already has a draft Transit Oriented Development Plan which can be amended and adopted and new rules can be subsequently adopted.

Your board notes that Victoria Ward Ltd. and Kamehameha Schools are still vested under master plans that obligate the state to certain conditions until at least 2024. At a minimum, HCDA oversight needs to continue on those two master planned area until all projects vested prior to the expiration of the master plans.

Your board also notes that there are many complex issues that would need to be worked out in any potential transfer. We have concerns on where each piece of HCDA would go and whether that would be in the best interests of the community.

For instance, the transfer of Kakaako Makai parks to the City and County of Honolulu seemed, on the surface, to be a simple transaction that both sides said would take two months. The transfer happened more than a year later, when a number of logistical and legal issues were resolved.

## CASE STUDIES

### Reserved Housing

Reserved Housing is housing designated for residents in low- or moderate- income ranges. By rule, twenty percent of new housing developed in Kakaako must be Reserved.

Over the years, HCDA did not need much regulatory oversight: projects developed jointly with the Hawaii Housing Finance and Development Corporation (“HHFDC”) have been overseen by HHFDC. But in the last decade almost 700 Reserved Housing for sale units have come online. In addition, 258 more are expected to be built.

Each unit is a contractual obligation between HCDA and the homeowner, and HCDA staff must enforce homeownership rules and process paperwork to allow homeowners to refinance their units (according to the rules), repurchase units being sold within their regulated term, and release HCDA’s interest in a unit and collect shared equity on the units if the units are being sold after the regulated term expires.

Even with new laws or rules, the current units are grandfathered under the rules in effect at the time the unit was built.

HHFDC has expressed interest in taking over the administration of the program under certain conditions, but even if HHFDC were to agree, rules would have to be created that are favorable to get homeowners to opt in to the new rules. Otherwise, HCDA would continue to be obligated to continue to administer the program for those who do not opt in to the new rules.

### Parks Transfer

In the 1990’s HCDA built the Kakaako Waterfront and Gateway parks. As HCDA can get state Capital Improvement Project funds in order to fund such projects, it has had no steady funding source for the upkeep of improvement projects.

After the parks were built, the state department of land and natural resources (“DLNR”) initially took care of the parks. But after budget adjustments, DLNR was no longer able to provide services to HCDA’s parks. As a result, HCDA ended up managing the parks with less than one full-time position and leveraging contracts.

In spring 2018, the City and State agreed it was best to transfer the parks to the City to solve various and sundry problems associated with the park. Initially, it was thought to be a process that would last two months. But with various complications and complexities that were not previously anticipated, the actual transfer took until the fall of 2019 – much longer than previously thought.

This episode illustrates that even though the political will may be there to do a transfer, there will be unanticipated complexities that need to be worked through. Therefore, a quick timeline for a transfer may be over optimistic.

## CONCLUSION

More work needs to be done to ensure the best interests of the state are included in any transfer of the KCDD to any other entity or entities.

There is a significant liability exposure based on promises made through master plans, development agreements, or permit approvals that need to be more fully understood before such a transition can take place.

There is also a need to understand which agencies would be able to take on the assets that HCDA might divest itself during such a transition and what liabilities, assets, and opportunities might be transferred to other agencies during the transition.

And most importantly, how the public would benefit from such a transition.

Therefore, your Permitted Interaction Group recommends additional studies to evaluate legal issues surrounding the dissolution of the KCDD, including the liabilities the state may incur; and under which conditions the county surrounding the KCDD would deem acceptable to accept the district including various properties and liabilities.



**OFFICE OF PLANNING STUDY**

In discussions with the OP, it became evident that it would be impossible to deliver a technical report prior to the 2020 legislative session. Procurement issues, such as securing professional services, are time consuming and OP does not have the in-house capacity to do the study without procuring technical assistance.

As such, we recommend the technical study be deferred until prior to the 2021 legislative session.

However, HCDA staff has done its own analysis of issues that must be resolved before any transfer of the KCDD can be effectuated. That report is attached as Exhibit A.

## PROPOSED LEGISLATION

Over the years, HCDA has pursued transfer of its Kakaako park land to the City and County of Honolulu. The efforts have picked up in the past three years, more specifically, in April 2018, the HCDA board was briefed on a possible transfer, and on May 2, 2018, the Kakaako board voted to approve a transfer by a vote of seven ayes, no noes, and two excused.

There was little opposition to the transfer and both the city and state were amenable in concept to the transfer. However, the initial estimates of the transfer of two months grew to more than a year because of technical issues that were not anticipated.

Before comprehensive transfer legislation can be effective, it is prudent to take lessons learned by the park transfer process. Specifically:

- To what extent HCDA zoning would be honored by the county affected,
- Whether master plans entitled under Hawaii Administrative Rules would be honored by the county affected,
- Whether HCDA assets would be accepted by the county affected including a timeline and steps that would be taken to accept such assets,
- Whether other state departments would accept any assets currently held by HCDA,

At both public meetings, the city was supportive of such a transfer.

In July 2019, the city said the condition of the parks had deteriorated and it was unable to accept the parks. In August 2019, the Kakaako board approved \$800,000 to transfer to the city to bring things to an acceptable level. At that time, the city said it had a \$1.3 million punch list of items that needed to be addressed.

In September 2019, the city submitted its punch list of things that needed to be addressed at a price tag of \$2,249,100. The Kakaako board approved the request.

Over the years, the state has spent \$210 million to improve Kakaako by expanding sewer capacity, adding drainage, and undergrounding utilities. It developed Kakaako Waterfront Park, taking a former city landfill and repurposing it into an area that can be enjoyed by the public.

HCDA has used its public facilities dedication powers to gain the Kakaako Gateway Park to provide a green space from Ala Moana Boulevard to the ocean.

HCDA has approved of master plans that have led to the walkable and vital communities in and around the Kakaako area and have provided an estimated \$40 million annually in property tax revenue for the city.

Thus, it would be instructive to hear from the city on how it plans to address various issues prior to passing legislation. Most importantly, how the city would ensure that promises made by HCDA would be honored and not be considered a taking exposing the state to additional risk.

In testimony submitted before the legislature on SB 1530 proposed HD2, the city's testimony requested a three-year transition period to develop:

- A transition plan,
- A budget for the transition, and
- The execution of such a transition.

However, it may be most prudent for the city to present to the state a comprehensive plan that it can accept, rather than the state approving a transfer without a comprehensive understanding and a Memorandum of Understanding on what its terms and conditions might be.

Therefore, prudent legislation may be a concurrent resolution requesting the city present a comprehensive plan detailing how a transfer of Kakaako to the city would be done and any terms and conditions that it would demand.

The proposed legislation is attached as Exhibit B.

## Exhibit A

### Staff Analysis of Issues That Need Resolution Prior to the Transfer of the KCDD to the City and County of Honolulu.

The Hawaii Community Development Authority (“HCDA”) was created in 1976 as a public entity to “determine community development programs and to cooperate with private enterprise and the various components of federal, state, and county governments in bringing plans to fruition.”

#### Background

HCDA is viewed by many to be an agency that creates the conditions that make redevelopment favorable for private landowners in order to address underdeveloped areas of the state. Hawaii Revised Statutes 206E-1 states:

*“The legislature finds that many areas of the State are substantially undeveloped, blighted, or economically depressed, and are or are potentially in need of renewal, renovation, or improvement to alleviate such conditions as dilapidation, deterioration, age, and other such factors or conditions which make such areas an economic or social liability.*

*The legislature further finds that there exists within the State vast, unmet community development needs. These include, but are not limited to, a lack of suitable affordable housing; insufficient commercial and industrial facilities for rent; residential areas which do not have facilities necessary for basic liveability, such as parks and open space; and areas which are planned for extensive land allocation to one, rather than mixed uses.”*

The language suggests a transitory nature for HCDA, where once the community development needs in a district is met, that the agency can move on to other districts that are potentially in need of renewal, renovation, or improvement.

However, long-term commitments are contemplated within Chapter 206E:

- 206E-9 contemplates leasing land from a county for 65 years for property the authority certifies to be necessary for its purposes.
- 206E-14 contemplates the authority leasing for a term not exceeding 65 years for real property in conformance with a community development plan.
- 206E-31.6 contemplates issuing leases not exceeding 65 years for real property in the Kakaako district.

In addition, HCDA’s board recently approved rules that would extend Reserved Housing program regulated terms to 10 years for future Reserved Housing units.

HCDA also has long-term leases and owns land within the Kakaako district.

Such leases include:

- The Historic Ala Moana Pump Station, leased to Pacific Gateway Center until January 15, 2049,
- Nohona Hale, an affordable microunit project, with a lease expiring in May 2083,
- ArtSpace Lofts, an affordable housing project, with a lease expiring June 19, 2082,
- Entrepreneur's Sandbox, in partnership with Hawaii Technology Development Corporation, with a lease expiring April 3, 2083,
- The Innovation Hale, which may be developed. If the property is developed as a job center, its lease would likely be for the maximum 65-year term,
- The John A. Burns School of Medicine, with a lease expiring in 2059, and
- Kewalo Basin Harbor, leased to Kewalo Harbor LLC until August 31, 2049.

In addition, Kamehameha Schools and Victoria Ward, Ltd. have master plans that are entitled until at least 2024, with an option to extend. Assuming there is no extension, the Reserved Housing entitlements may last until at least 2029, or 2031 based upon construction timetables. Thus, unwinding HCDA's activities in Kakaako is not as simple as repealing its authority within the district. For instance, there is an estimated \$77 million in reserved housing equity sharing payments that may be thrust into limbo without a solid transition plan that complies with the requirements of the current Hawaii Administrative Rules and HRS.

It must be noted that current HCDA staffing is much lower than its historical highs. Current staff must be considered core staff that keeps existing programs afloat and manages issues regarding land ownership, projects, and permitting issues.

### **Analysis**

Before HCDA leaves Kakaako, several issues must first be addressed, including:

- Implementing and enforcing any laws enacted specifically for the Kakaako Area such as Act 009 of 2018 relating to county standards for private roads;
- The disposition of various laws and regulations administered by HCDA and its effect on and compatibility with the underlying county zoning;
- The disposition of long-term leases and the land at Kewalo Basin Harbor, Pacific Gateway Center at the Historic Pump Station, Nohona Hale micro-housing units, Ola Ka Ilima Artspace Lofts, Hale Kewalo, the Entrepreneur's Sandbox, and the John A. Burns School of Medicine;
- The disposition of other land owned by HCDA including Honuakaha's senior housing units, and certain remnant roads;
- The disposition of rent payments, loan repayments, shared equity payments, and other revenues; and,
- The feasibility and legality of transferring programs to different agencies, including but not limited to HCDA's Reserved Housing Program.

The foregoing factors are not necessarily a bar for HCDA to leave the district, but merely items that need to be carefully considered to prevent unintended consequences.

In central Kakaako and Sheridan tract, very little work has been done to improve the infrastructure and spur redevelopment. Roads continue to deteriorate and central Kakaako continues to flood when there is a heavy rain. Residents and people working in the area often voice concerns regarding the unimproved roads, lack of parking, and public safety due to the lack of sidewalks and haphazardly parked cars. One must consider whether the time is ripe to improve the district, or to again attempt to get support for infrastructure improvements.

Much like an onion, there are layers of complexity that have developed over the 42-year history of the HCDA. Before a decision on a firm sunset date is made, these layers must be peeled back.

STATE OF HAWAII  
HAWAII COMMUNITY DEVELOPMENT AUTHORITY  
**KAKAAKO BUSINESS MEETING**

Wednesday, January 08, 2020

**MINUTES**

**I. CALL TO ORDER/ROLL CALL**

A regular business meeting of the Kakaako Members, Hawaii Community Development Authority (“Authority” or “Board”), a body corporate and a public instrumentality of the State of Hawaii, was called to order by John Whalen, Chair of the Authority at 12:15 PM, January 08, 2020 at Authority’s principal offices at 547 Queen Street in Honolulu, Hawaii, 96813.

**Members Present:** Kevin Sakoda  
Jason Okuhama  
Robert Yu, B&F  
Chason Ishii  
Wei Fang  
John Whalen, Chair  
Kathy Sokugawa, DPP

**Members Absent:** Phillip Hasha  
David Rodriguez, DOT

**HCDA Staff Present:** Aedward Los Banos, Executive Director  
Garett Kamemoto, Interim Kakaako Planning and Development  
Director  
Lindsey Doi, Asset Manager  
Francine Murray, Program Specialist  
Tommilyn Soares, Secretary to the Executive Director

**Legal Counsel:** Max Levins, Deputy Attorney General

## II. APPROVAL OF MINUTES

Approval of the meeting minutes for the December 4, 2019 meeting were deferred to the next Kakaako meeting.

## III. ACTION ITEMS

### **Shall the Authority Authorize the Executive Director to Expend an Additional \$70,031.39 for Repairs to Two Passenger Elevators at the Kauhale Kakaako Parking Garage?**

Mr. Aedward Los Banos provided the report included in the board packet.

Member Robert Yu asked to clarify HHFDC and HCDA's responsibility for the maintenance of the elevators.

Ms. Lindsey Doi explained that per the Master Lease, HCDA is responsible for maintaining the garage elevators and HHFDC is responsible for maintaining the Kauhale Kakaako Housing Building elevators.

Member Kevin Sakoda asked if the asset generates revenue.

Ms. Doi explained that with the change of the Parking vendor and upgrades to the garage, the parking garage now generates revenue for HCDA.

There were no further questions, comments and no public testimony.

#### **MOTION:**

Member Yu motioned for the board to authorize the Executive Director to expend an additional \$70,031.39 for repairs to two passenger elevators at the Kauhale Kakaako Parking Garage.

Member Ishii seconded.

Ms. Doi conducted the roll call vote.

Motion passed with 6 yes votes and 2 excused.

### **Shall the Authority Accept the Recommendations by the Kakaako Sunset Study Permitted Interaction Group?**

Chair Whalen noted for the board and the public that the Permitted Interaction Group included HCDA members Jason Okuhama, Kevin Sakoda, Phillip Hasha and Chair John Whalen. Staff member Garrett Kamemoto gathered information from the board and put together the report.



Mr. Kamemoto noted that according to the Sunshine Law, the Permitted Interaction Group brought its recommendations to the board last month with action being taken by the board today. The report has not changed from its recommendation that was presented last month and therefore is asking for board action.

**Public Testimony:**

Chair Whalen acknowledged the board received three written testimonies that were submitted in support of the board's recommendations.

Mr. Klaus Radtke of Kakaako United, noted that based on concerns raised in the Permitted Interaction Group study as well as Kakaako United's concerns that any transfer be based on careful planning with a process for community engagement and input, as well as a budget and timeline for the transfer of a fully functioning community district.

Mr. Wayne Takamine of Kakaako Makai Community Planning and Advisory Council (CPAC) expressed its strong support of maintaining the HCDA as the authority for the Kakaako Community Development District and supports the report provided by the Permitted Interaction Group recommending deferral of any transfer to a later time. CPAC believes the community would benefit from retaining HCDA as its productive and consistent community planning authority.

**MOTION:**

Member Yu motioned for the board to accept the recommendations by the Kakaako Sunset Study Permitted Interaction Group.

Member Okuhama seconded.

Mr. Kamemoto conducted the roll call vote. Motion passed with 6 yes votes and 2 excused.

There were no comments or questions.

**IV. REPORT OF EXECUTIVE DIRECTOR**

Mr. Los Banos noted the report provided in the board packet and highlighted the Kauhale Kakaako Parking Garage Improvements that were made.

There were no further questions or comments and no public testimony.

**V. ADJOURNMENT**

Chair Whalen adjourned the regular meeting at 12:35 pm.

Approved and Submitted by,

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John Whalen, Chairperson

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Date Approved by HCDA Board



