

REPORT TO THE THIRTIETH LEGISLATURE  
STATE OF HAWAII  
2019

PURSUANT TO SECTION 326-25.5, HAWAII REVISED STATUTES, REQUIRING THE  
DEPARTMENT OF HEALTH TO SUBMIT AN ANNUAL REPORT TO THE  
LEGISLATURE ON INITIATIVES AND IMPROVEMENTS IN KALAUPAPA  
SETTLEMENT AND TO TRACK PATIENT AND NON-PATIENT COSTS  
SEPARATELY, WHENEVER APPROPRIATE AND POSSIBLE

PREPARED BY:

STATE OF HAWAII  
DEPARTMENT OF HEALTH  
NOVEMBER 2018

## EXECUTIVE SUMMARY

In accordance with Section 326-25.5, Hawaii Revised Statutes, the Hawaii Department of Health (DOH) is submitting a report to the 2019 Legislature on initiatives and improvements in the Kalaupapa Settlement and patient and non-patient costs, whenever appropriate and possible. The initiatives and improvements are to address deficiencies identified by an audit (Auditor's Report No. 03-15, Audit of Kalaupapa Settlement Operations and Expenditures) conducted during the summer of 2003.

All of the six audit recommendations for the DOH identified in the Audit of Kalaupapa Settlement Operations and Expenditures have been addressed and corrected. Nine areas of concern were identified in Act 232, Session Laws of Hawaii, 2004, in which the DOH was asked to report to the Legislature regarding our remediation and improvements in these areas. All nine areas have been addressed, corrected and are delineated in the DOH's previous report to the Twenty-Third Legislature, 2005 and updated in subsequent annual reports. The DOH's Report to the Thirtieth Legislature, 2019 is an update to previously addressed issues.

The focus for the DOH during this past year has been continuing the transition of infrastructure and non-health care responsibilities to the United States National Park Service (NPS) and promoting a positive living environment for the remaining patient residents. Kalaupapa strategic planning for transition meetings, in preparation for the DOH's departure once the last patient-resident passes, continued with the Department of Hawaiian Home Lands, Department of Land and Natural Resources, Department of Transportation, and the NPS. The Transition Planning group met in November 2017, March 2018, and August 2018. The March 2018 meeting was a three-day workshop (March 6-8) that focused on developing a strategic path forward for high priority transition activities, and brainstorming options for the future of Kalawao County. This year, the group welcomed the participation of representatives from the U.S. Department of the Interior and Maui County who shared their valuable planning insights with the group.

The Hansen's Disease Branch received provisional closure certification for the Municipal Solid Waste (MSW) landfill from AECOM Technical Services, Inc. in October 2016. Due to continuing dry conditions on the peninsula, there has been a delayed establishment of the vegetation growth required for the final closure. As specified in the closure requirements for the MSW landfill site, the DOH will continue efforts to establish the required vegetative cover for the landfill, perform periodic inspections to maintain the landfill's soil cap, and conduct quarterly leachate and gas monitoring inspections.

During the year, the Kalaupapa phone system experienced some equipment malfunctions and occasional system outages. The repair and maintenance of the phone system is an ongoing focus for staff at the Settlement and regular maintenance work is expected in the coming year.

The backup generator for the walk-in refrigeration unit at the Kalaupapa store was updated to include alarms and outside temperature gauges that allow staff to easily monitor and report problems. A regulator on the Care Home's backup generator failed in October 2017 causing some damage to patients' electric beds and other equipment. This damage was repaired and, as a secondary precaution, surge protectors were installed to protect more expensive and sensitive electrical equipment in the Care Home.

The annual barge for Kalaupapa arrived on July 28, 2018. Young Brothers sub-contracts with American Marine Corporation who delivered the supplies and equipment to Kalaupapa. After the small diesel fuel spill (< one gallon) during the 2016 delivery, a joint NPS/DOH barge committee maintains responsibility for an Incident Command System to ensure adherence with all safety protocols and procedures during the annual barge delivery. No safety or spill incidents occurred during this year's delivery.

The 2018 hurricane season brought two storms – Hurricanes Lane and Olivia – that threatened Kalaupapa and required the initiation of emergency response and ICS command. No major flooding or rain/wind damage was reported in Kalaupapa during either storm. Coordinated emergency planning efforts between the DOH and the NPS continued throughout the year to ensure readiness for effective emergency communication, evacuation, and patient care procedures.

The Kalaupapa emergency program committee continued efforts this year to enhance emergency planning for the Settlement, especially regarding tsunami response. New equipment was purchased this year to enhance overall emergency communication capacity as well as to improve patient accommodations at a planned evacuation site. In June 2018, an unannounced tsunami evacuation drill was conducted to assess the strengths and weaknesses of the emergency procedures. During the drill debriefing, the committee began planning for additional communication procedures to assure that individuals who might not be able to hear the emergency siren are alerted.

Patient meals continue to be served out of the Kalaupapa Care Home kitchen after the destruction of the certified commercial kitchen in a 2016 fire. Last year, the fire debris was contained by Aina Environmental Group who was selected for the job. The building debris was shipped out of Kalaupapa by Pacific Environmental Corporation (PENCO) to approved landfills. Final work to cover and close the fire site in compliance with all hazardous waste regulations is expected to be completed by the end of 2018.

The decision to supply residents with major household appliances has been in effect since 2004 and the program appears to be operating well. This year, one refrigerator, one stove, one water heater, one washer, two dryers, and two microwaves were replaced for five patients.

## **REPORT TO THE LEGISLATURE**

### **IN COMPLIANCE WITH SECTION 326-25.5, HRS**

The Department of Health (DOH) is submitting this annual report to the Legislature on initiatives and improvements in the Kalaupapa Settlement, tracking patient and non-patient costs separately, whenever appropriate and possible. The initiatives and improvements address deficiencies identified by an audit (Auditor's Report No. 03-15, Audit of Kalaupapa Settlement Operations and Expenditures) conducted during the summer of 2003.

The annual report is broken down into nine topic areas consisting of:

1. The Department's provision of medical and basic living needs of the patients;
2. The Department's progress toward defining and addressing the non-medical needs of patients;
3. The Department's progress toward promoting a positive living environment;
4. The Department's management of State resources, including benefits given to employees that are not statutorily defined;
5. The Department's progress toward establishing written policies and procedures for the Kalaupapa store;
6. The Department's progress toward establishing and maintaining a complaint file and adequately addressing complaints;
7. The performance of the Administrator, including compliance with job duties;
8. The Department's progress toward adequate accountability of State property; and
9. Details and justification of approved employee air travel requests and trail pay.

An additional section will address what the Department has done to track patient and non-patient costs separately.

The DOH welcomes the opportunity to report to the Legislature on the progress it has made to address issues identified in the audit. All of the problems identified in the auditor's report from December 2004 were addressed and corrected. They were

described in the 2005 through 2018 Annual Reports to the Legislature. This 2019 report details the DOH's ongoing efforts to improve patient relations and community operations.

### **The Department's provision of medical and basic living needs of the patients**

The DOH is mandated under Chapter 326, Hawaii Revised Statutes, to provide adequate health care and other services to the Kalaupapa patient residents for the remainder of their lives and those desiring to remain at the facility (Kalaupapa) shall be permitted to do so for as long as that patient may choose. There was one patient death this year, which leaves 12 remaining Hansen's disease patients on the Kalaupapa registry. Patients range in age from 77 to 94 years and the median age is 84 years.

Today, many involved with Kalaupapa are aware of some historical significance associated with the number of twelve remaining patients. In January 1866, the first group of twelve was sent to Kalaupapa as part of the Hawaiian Kingdom's efforts to isolate the then incurable disease referred to as "leprosy." In addition, the 50<sup>th</sup> anniversary of the repeal of Hawaii's Hansen's Disease isolation law will be marked in June 2019.

All remaining Kalaupapa patients have handicapping disabilities related to Hansen's disease and many continue to encounter long-term foot ulcers related to nerve damage and the associated loss of sensation. Chronic diseases such as diabetes, congestive heart failure, cognitive impairment, and various types of malignancies afflict this geriatric population.

Pursuant to Section 326-1.3, HRS that ensures the intent that Kalaupapa patient residents "are treated with dignity, respect, courtesy and sensitivity," the DOH's goal has been to keep patients as independent as possible appropriate to their capacity and capabilities. To achieve this, the Hansen's Disease Branch (HDB) developed a number of functional programs and levels of patient care. The HDB runs a meals-on-wheels program for patients who are no longer able to cook for themselves, enabling patients to stay in their homes as long as possible. A contracted dietician provides consultation to the care homes and Kalaupapa kitchen staff to ensure patients' nutritional needs are met.

A home chore worker program is also available to provide house cleaning services, chore services, and light cooking. Kalaupapa patients also receive lawn services. Six patients continue to live independently in their homes in Kalaupapa, with one patient living independently on Oahu.

Patients homes in Kalaupapa are remodeled or repaired as needed to accommodate any limited mobility or diminished physical functioning of residents. This year, no patient homes were remodeled. Repairs were made at two patient homes to improve safety and comply with ADA requirements. Repairs at the homes were targeted at preventing patient falls and reducing the chance of flooding during heavy rains. The

work included sidewalk repairs, installation of slip-resistant strips on stairs, walkways, and bathroom floors. Repairs were also made to doorway thresholds and railings, and at one home, a patio wall was waterproofed to prevent flooding during heavy rains.

At the Kalaupapa Care Home (KCH), all doors were replaced this year due to extensive termite damage. In addition, a variety of ongoing maintenance efforts (e.g., painting, minor repairs, and general upkeep) of the care home were also completed this year.

To assist Kalaupapa staff with regular grounds maintenance work, a small wood chipper was purchased to reduce staff time that was previously spent hauling brush to a centralized area where it could be chipped by the large chipper. Purchases and installation of new kitchen counters, a stove, and a three-compartment sink are helping the Kalaupapa kitchen staff who operate out of the KCH kitchen to be more efficient and remain compliant with health regulations.

The HDB is working with the Department of Land and Natural Resources (DLNR) State Historic Preservation Division (SHPD) to develop a Memorandum of Understanding that will outline architectural and archaeological guidelines that can facilitate the timely review of repair and construction projects for historic buildings in Kalaupapa. The current SHPD review process has contributed to some delays for maintenance and repair work, e.g., patient's ramp access, bathroom renovations, and installation of underground pipes. Draft SHPD architectural guidelines are already developed and it is hoped that archaeological guidelines will soon be completed to streamline the SHPD review and approval process.

Medically fragile patients who choose to remain in their homes are issued a medical emergency alert signaler that is worn to alert care home staff when they get into any situation that requires assistance. As a prelude to a patient moving into the care home full time, some have opted to spend only nights in the care home. Days are spent in their homes with assistance from home chore workers. This has proven to be a very effective option in the patients' transition to more dependent care.

For patients who are no longer able to live independently in their homes, the next level of care is provided at the KCH. The care home has five licensed beds and can accommodate patients up to intermediate and skilled nursing care levels. Currently four residents reside at the KCH and six residents receive outpatient care at the care home. Physician visits are provided weekly with a collaborative interdisciplinary team of a geriatrician, psychiatrist, dietician, social worker, two care home nursing supervisors, and pharmacist providing consultation for total patient care. PharMerica staff provide quarterly medications review with the KCH nursing staff. The contract for patient medical services continues with University Clinical, Education & Research Associates.

Patients requiring higher levels of care are usually transferred to the 14-bed Hale Mohalu Care Home (HMCH) in Honolulu to be close to tertiary care provided in community hospitals. HMCH is licensed as an Expanded – Adult Residential Care Home, Type II facility and frequently accommodates patients at the end stages of life,

those recovering from complex medical procedures performed at community hospitals, or those receiving ongoing medical treatments or rehabilitation in Honolulu hospitals. There are currently two, long-term patients residing at the HMCH facility. One of the patients is on long-term dialysis.

Patients with acute medical conditions may require air evacuation by air ambulance due to the geographic isolation of the Settlement and long periods between scheduled commercial flights. The DOH pays for this cost and, as with all medical services, is the payer of last resort. There was one patient evacuation this year.

In addition to medical services described above, the Kalaupapa patients are provided with ancillary services and devices such as hearing aids, dental services, eyeglasses or contact lenses, prostheses, orthotics, shoes, and wheel chairs.

During the period of October 2017 through September 2018, one patient received an initial physical therapy consultation through Straub Medical Center on Oahu, but no patients received treatment. One patient received speech therapy treatment, also at Straub Medical Center on Oahu, which included instructions for follow-up, and ongoing “homework” exercises to be maintained at the patient’s home.

This year, the Military and Hospitaller Order of St. Lazarus of Jerusalem provided generous donations of medical equipment. At KCH, the donated equipment included an autoclave (which is used to sterilize metal instruments), a wheelchair scale (which helps staff to more easily monitor patient weights), electrocardiogram (ECG) leads (which are cables and conductive pads attached at specific body sites and used with an ECG monitor to examine electrical activity of the heart) and a vital signs monitor (an electronic device that allows staff to quickly monitor a variety of patient “vital signs” such as temperature, blood pressure, heart rate, and blood oxygen saturation). At HMCH, the donated equipment included eighteen wall-mounted fans, five beds, and three wheelchairs. In addition to the donated equipment, HMCH also purchased a wheelchair van, a surveillance system, a bariatric bed and a wheelchair scale to support patient care.

Most of the patients’ basic living needs are provided by the DOH. Care and residence at KCH or HMCH are provided to all patients free of charge. Water and electricity in Kalaupapa are provided by the National Parks Service (NPS) and the DOH, respectively. All patient residents of Kalaupapa receive a \$45.00 per week food credit to purchase goods from the Kalaupapa store. All patients also receive a \$30.00 cash allowance quarterly and a \$70.00 clothing allowance semiannually. For those patients without any third party medical insurance, the DOH pays their Medicare Part A and Part B premiums to save on medical costs, and Medicare Part D premiums to save on drug costs.

As part of the preventive health plan for our patient residents, ten of the residents received their annual influenza immunization. One resident was not immunized due to

contraindication to the vaccine. Annual tuberculosis skin tests were conducted for ten residents and two residents received TB risk assessment and attestation screening exams.

Physician Orders for Life-Sustaining Treatment (POLST) determines what level of medical care a patient wants in the event of a medical emergency that may be life threatening. Between November 2017 and January 2018, doctors reviewed nine POLSTs with patients and signed them.

The HDB Social Worker individually met with several patients to: (a) discuss and assist with their POLSTs, legal documents such as durable power of attorney forms, advanced healthcare directives, wills, banking (transferring investment accounts, adding beneficiaries, getting a signature guarantee, signature card), and health insurance issues/billing; (b) provide transportation to medical appointments, for flu shots, to get haircuts, do shopping, and apply for and renew disability parking placards; (c) coordinate care and work with patient families; (d) purchase equipment (for facility and personal use); and (e) coordinate and communicate with patient's parole officer.

### **The Department's progress toward defining and addressing the non-medical needs of patients**

The DOH continues to provide a formal venue for two-way communication with patients by conducting monthly community meetings. The NPS and the Department of Transportation (DOT) are regularly invited to participate at these Kalaupapa Settlement Community meetings, and occasionally other groups have been invited when they can provide relevant information and respond directly to patient concerns. The DOH and the NPS staff use these meetings to provide announcements of any activities scheduled to occur within the Settlement, to introduce new staff to the patient community, and to address community issues. A frequent patient complaint prior to the monthly community meetings was, "I didn't know they (DOH/NPS) were doing that" or "There are many new faces in the Settlement we don't know." In an isolated community such as Kalaupapa, small changes can be unsettling, and the regular community meetings are going a long way toward promoting positive communication and addressing patient concerns and uncertainties.

In addition to the monthly community meetings, quarterly and special meetings of the Kalaupapa Patient Advisory Council (KPAC) have also been held within the Settlement since June 2003. KPAC meetings are now held in a vacant room at KCH to promote greater convenience for patients. In addition, the Kalaupapa Administrator continues to prioritize monthly visits with patients to discuss and address individual concerns.

Kalaupapa is a "closed" community by State law, enacted to protect the privacy of the patient residents. Visitors to the Settlement may only enter the Settlement at the invitation of a Kalaupapa resident if they are not on the official NPS sanctioned tour. Currently, the size of a sponsored group is limited to 18 people in order to minimize the impact on patients. While exceptions to this limit may be made, requests must be

reviewed and approved by the KPAC. With the high profile status of Saints Damien and Marianne, sponsored visitors can present a heavy burden on the patients, as they often feel obligated to host visiting groups while dealing with their own medical issues. The Kalaupapa Administrator will continue to explore any options and procedures that may help relieve patients of some of the visitor sponsorship burdens.

The 2018 hurricane season brought two storms - Hurricanes Lane and Olivia - that threatened Kalaupapa and required the initiation of emergency response and Incident Command System (ICS). During Hurricane Lane, power and phone lines in Kalaupapa were down for two days. Emergency generators at the care home and general store were engaged. During Hurricane Olivia, power was out for approximately five hours. While minimal flooding and rain/wind damage was reported during both storms, the loss of power during Olivia required movement of the incident command center to the KCH to take advantage of the home's back-up electrical generator.

Staff from the DOH and the NPS continued efforts to enhance emergency planning, especially with regard to tsunamis, as a locally generated tsunami would demand an especially fast response time in Kalaupapa. The Kalaupapa emergency program committee has focused on: a) how to address the comfort of patients and patient mobility issues, b) how to provide adequate water and food supplies, and c) how to provide emergency communication. During the year, the DOH and the NPS held four joint emergency planning meetings on January 31, March 28, May 30, and August 29.

In June 2018, an unannounced tsunami evacuation drill was conducted to test response efforts in the Settlement. The drill served as a valuable rehearsal for staff and patients and provided an opportunity to assess the strengths and weaknesses of the emergency procedures. For example, the drill identified that staff working outside the Settlement were unable to hear the warning siren. During the drill debriefing, the emergency program committee began planning for additional emergency communication procedures to alert individuals who might not hear the siren.

New communication equipment was purchased this year including a satellite phone housed at the administration office, and radios. Staff continue to work with the Governor's Office of Enterprise Technology Services to install the equipment that will be needed to connect the radios with the State emergency trunk system. While the equipment was delivered this year, the necessary approvals to set up the equipment are still in process.

Additional equipment purchases including a 20' by 20' tent, flooring that can be put together under the tent to improve wheel chair mobility, a composting toilet, and other supplies will be used to enhance the accommodations for patients at the planned evacuation site.

Both the Kalaupapa Community siren and the Civil Defense siren are functioning and tested regularly.

The Kalaupapa phone system experienced several system outages this year. The repair and maintenance of the phone system is an ongoing focus for staff at the Settlement and regular maintenance work is expected in the coming year.

The potential for power outages will continue to be a concern in this isolated Settlement. This year, the backup generator for the walk-in refrigeration unit at the Kalaupapa store was updated to include alarms and outside temperature gauges that allow staff to easily monitor and report any problems. A regulator on the KCH's backup generator failed in October 2017 causing some damage to patients' electric beds and other equipment. This damage was repaired and, as a secondary precaution, surge protectors were installed to protect more expensive and sensitive electrical equipment in the KCH.

Patient meals continue to be served out of the KCH kitchen after the destruction of the certified commercial kitchen in a 2016 fire. Last year, the fire debris was secured and Aina Environmental Group was selected to handle containment and remediation. The fire debris was shipped out of Kalaupapa by Pacific Environmental Corporation (PENCO) to approved landfills. Final work to cover and close the fire site is expected to be completed and in compliance with all hazardous waste regulations by the end of 2018.

The planning and design phases of two new capital improvement projects (CIP) began this year. The first project is working toward the closure of Kalaupapa's construction and demolition (C&D) landfill, which is scheduled to stop accepting any further waste loads on December 31, 2018. AECOM Technical Services, Inc. (AECOM) completed the initial landfill closure plan, and the design phase for final closure will continue in the coming year. The second project involves planning and design for a variety of improvements to Kalaupapa structures in order to maintain their functional capacity. As with the C&D landfill project, the planning phase for this repair/improvement project is complete and design efforts will continue into the coming year.

The Essential Air Service (EAS) program contract with Makani Kai Air expired on May 31, 2018. Mokulele Air, in response to an EAS request for bids issued in fall 2017, offered service at Kalaupapa that did not require the EAS subsidy. Since Mokulele's "no-subsidy" bid demonstrated that service could be provided at no cost to the EAS program, the EAS contract was not awarded.

This development was not well received in the community, especially among patients. Without the EAS subsidy, Makani Kai's fares have increased, and most flights from/to Honolulu now require a scheduled stop at Molokai (Hoolehua) Airport. A number of recent flight cancellations by Mokulele Air have frustrated Kalaupapa patients and residents. DOH will continue to monitor and address any concerns of the community.

In 2004, a patient household appliance replacement program was initiated to address this audit-identified issue. This year, one refrigerator, one stove, one water heater, one washer, two dryers, and two microwaves were replaced for five patients.

## **The Department's progress toward promoting a positive living environment**

Kalaupapa Settlement received their annual once-a-year barge supplies via Young Brothers Tug and Barge on July 28, 2018. The essential supplies included building materials, fuel, vehicles and other durable goods from Oahu. Young Brothers subcontracts with American Marine whose barge is the only vessel in the State that is small enough to fit into the tight harbor, and large enough to accommodate gasoline tankers with roll-on/roll-off capability.

The NPS is the lead party in negotiating the barge contract. A Memorandum of Agreement was executed between the DOH and the NPS to split the cost of the barge. In the past, the NPS Superintendent was in charge of the negotiation, but all contract responsibilities have been transferred to the contracting office at Hawaii Volcanoes National Park. The NPS is in the final year of a five-year contract with Young Brothers to continue the annual barge delivery.

The HDB received provisional closure certification of the Municipal Solid Waste (MSW) landfill from AECOM in October 2016. Due to continuing dry conditions on the peninsula, the establishment of the vegetation growth required for the final closure has been delayed. As specified in the closure requirements for the MSW landfill site, the DOH will continue efforts to establish the required vegetative cover for the landfill, perform periodic inspections to maintain the landfill's soil cap, and conduct quarterly leachate and gas monitoring inspections.

Landfill statutes require closed landfills to be maintained and monitored for 30 years post-closure. The two Kalaupapa landfills will need to be periodically maintained to ensure the integrity of the soil cap and erosion barriers as well as monitored quarterly for leachate and gas discharge. The annual cost is estimated at \$20,000, which may require some level of DOH participation even after the last patient passes. A post-closure maintenance plan is presently being followed to fulfill the post-closure requirements.

In 2012, the NPS funded a study to identify hazardous waste sites in Kalaupapa. The study, *2012 Preliminary Site Assessment of Accumulated Waste at Kalaupapa National Historical Park*, identified a number of potential hazardous waste sites. The HDB consulted with the DOH's Environmental Health Division's Hazard Evaluation and Emergency Response (HEER) Office for their technical assistance to determine if the identified sites posed any danger due to hazardous waste. The identified sites were sampled and determined to pose no risk.

In 2017, NPS began a process to advertise for contractors to conduct work on a Phase I Environmental Site Assessment (ESA) that would identify potential hazardous waste sites in Kalaupapa. At this time, NPS has not yet awarded a contract for the work, and it is unknown when a report will be completed. Depending on the study's findings, a Phase II remediation plan and action could be required. The DOH will review their reports to determine what follow-up actions, if any, will be necessary.

The coordination required for addressing the NPS's Phase I ESA provided a good segue for the DOH to coordinate transition issues with other State agency stakeholders, i.e., Department of Hawaiian Home Lands (DHHL), DLNR, and DOT in preparation for the DOH's departure once the last patient-resident passes.

The Kalaupapa strategic planning for transition meetings have continued with representatives from DHHL, DLNR, DOT, and the NPS. The U.S. Department of the Interior as well as Maui County – including the County's Managing Director, Police and Fire Chiefs and the Police District Commander for Molokai – have joined the meetings to share insights and updates that assisted the group's ability to coordinate public safety and emergency response efforts. The Transition Planning group met in November 2017, March 2018 and August 2018. The March 2018 meeting was a three-day workshop (March 6-8) that focused on developing a strategic path forward for high priority transition activities, and brainstorming options for the future of Kalawao County.

Hawaii Revised Statutes (HRS) 326-35 authorizes a patient-resident to serve as the Sheriff of Kalaupapa and provide law enforcement activities. There are no qualified patient-residents available to serve as Sheriff and the DOH has the authority to appoint a surrogate. The NPS Rangers have been providing this service for the past several years. A formal agreement between the DOH and the NPS was executed in February 2017 to authorize the deputizing of the NPS Rangers in Kalaupapa. The HDB has consulted with our Deputy Attorney General on options and protocols for the NPS Rangers to follow during incidents that occur in Kalaupapa.

The DOH has been active in promoting and providing a positive living environment in Kalaupapa. The following extracts, previously provided in quarterly reports to the Legislature, provide a chronology of DOH-supported activities and events for the period October 2017 through September 2018.

### **October 2017**

Emergency repairs to the KCH generator and walk in freezer were required due to damage incurred from a Settlement-wide power outage.

The Kalaupapa Administrator met with Kalaupapa DOH staff and Kalaupapa NPS management to review transition plans currently being developed.

The DOH staff assisted a Hawaiian Telcom technician to facilitate repairs to the Kalaupapa phone lines that were knocked out by heavy winds and rain.

In separate meetings, the Kalaupapa Administrator met with the KPAC, DOH staff, and NPS to discuss the rationing of fuel. Due to State imposed budget restrictions, funds were not budgeted for the annual purchase of gas or for the annual barge. The Administrator explained how the fuel would be rationed, a brief explanation of the need to ration fuel, and answered questions posed by the KPAC members.

The DOH staff completed multiple maintenance and repair projects for patients, including the following: cleaned screens and windows, repaired and replaced roof supports, replaced screens on windows with heavier mesh to keep rats out, installed curtain rods, set up a new TV, changed a truck tire, repaired rain gutters, and replaced outside flood light bulbs.

A draft Environmental Hazard Management Plan to address the impacted area of the Kalaupapa kitchen fire was submitted to the State DOH HEER Office.

Contractor AECOM conducted the post closure quarterly inspection of the Kalaupapa MSW landfill.

### **November 2017**

The Kalaupapa Administrator met with the KPAC to discuss animal control hunts in Kalaupapa Settlement, and the NPS plan to set up snares in areas that NPS will start introducing native plants. There was discussion on heritage plants in the Settlement as patients want to maintain fruit trees that were planted.

The HDB Chief and HDB Administrative Officer (AO) attended the Kalaupapa Settlement Community meeting.

The HDB Chief, HDB AO, HDB Planner, and Kalaupapa Administrator attended a teleconference with NPS to review, discuss, update and prioritize the issues identified in the Kalaupapa Transition Table, a summary of the Kalaupapa Transition issues that the NPS and the State have preliminary identified and continues to develop. The DOH compared its prioritized list of transition issues with the list compiled by the NPS, and the group worked on identifying the top ten action items.

The DOH staff completed multiple maintenance and repair projects for patients, including the following: trimmed hedges, provided plywood for a table, picked up and delivered boxes to a patient's residence, examined a vehicle muffler, worked on an access ramp, removed a dead cat, replaced a microwave oven, removed a lock from a door, and repaired a screen door.

Contractor AECOM submitted the post closure quarterly inspection report for the Kalaupapa MSW landfill.

A letter was sent to the U.S. Army Corps of Engineers requesting the prioritization of the clean-up of the Makanalua bombing range.

The DOH staff assisted Spectrum with repairs to the cable that provides internet service to the community.

### **December 2017**

The DOH staff completed multiple maintenance and repair projects for patients, including the following: repaired a truck which was experiencing battery problems, cleaned a truck, repaired a desk drawer, replaced rotting boards on an access ramp, and replaced a washer.

The DOH staff and a contractor completed repairs on the KCH automatic doors. The doors had been rendered inoperable due to a power outage and power surge.

The Office of Health Care Assurance conducted its annual inspection of the KCH.

The HDB Chief and Kalaupapa Administrator met with Servant Air to discuss their EAS proposal.

The Kalaupapa Administrator met with Makani Kai Air multiple times to discuss their EAS proposal.

The Kalaupapa community held its annual community Christmas caroling and party.

The Kalaupapa Lions Club International hosted their annual Christmas party for the residents and visitors.

The Kalaupapa community held its annual Christmas Day luncheon.

### **January 2018**

The HDB Chief attended the Kalaupapa Settlement Community meeting.

The Kalaupapa Administrator and the Kalaupapa NPS held a joint emergency preparedness planning meeting.

The DOH staff assisted Spectrum to facilitate repairs to the Kalaupapa internet lines that were knocked out by a landslide on the Kalaupapa Trail.

The DOH staff completed multiple maintenance and repair projects for patients, including the following: removed Christmas tree lights, removed a date palm, fabricated a cork board, trimmed and cut bushes, changed light bulbs, repaired a gate latch, and tightened a clothes line.

The quarterly MSW landfill post closure site inspection report of the October 18, 2017 inspection, was submitted to the DOH Solid and Hazardous Waste Branch (SHWB).

The Director of Health sent a letter to the U.S. DOT sharing the Kalaupapa community's concerns regarding the Kalaupapa EAS contract.

In separate meetings, Senator Hirono's Chief of Staff, Alan Yamamoto, the HDB Chief, and Kalaupapa Administrator, met with the KPAC, and the Kalaupapa community to discuss the Kalaupapa EAS subsidy and contract.

## **February 2018**

The HDB Chief, HDB AO, Kalaupapa Administrator, DOH CIP Coordinator, and DOH SHWB Engineer, met with the Department of Accounting and General Services (DAGS) to discuss the Kalaupapa construction and demolition landfill closure.

Bowers and Kubota Consulting measured the roofs to be repaired as part of the CIP roof replacement project.

Bowers and Kubota Consulting conducted a hazard assessment of the CIP roof replacement project.

The Kalaupapa Administrator hosted planners and an engineer from the DHHL who were in Kalaupapa to view the State-owned facilities in Kalaupapa.

The DOH staff completed multiple maintenance and repair projects for patients, including the following: fixed window tracks, refinished furniture, removed a tree branch that was hitting a patient's garage, trimmed thresholds of doors to provide easier access for wheelchairs, rehung the door to the laundry area to open the opposite way for easier access, installed grab bars around a toilet, transported a patient's wheel chair to airport for shipping to Oahu, replaced a clothes dryer, replaced a faucet washer, and picked up and installed a new washer and dryer.

The HDB Branch Social Worker, worked with Hawaii Life Flight to arrange for a patient to return to Kalaupapa to honor her final wish to return home for comfort care during her last remaining days. Hawaii Life Flight provided the service free of charge to the patient's family and the State.

The DOH staff assisted Hawaiian Telcom in repairing the Kalaupapa phone lines that were down for five days.

The DOH staff assisted NPS in replacing a broken standpipe to restore water to the KCH and surrounding facilities.

## **March 2018**

Bowers and Kubota Consulting conducted a structural analysis of the supports of the roofs that will be replaced as part of the CIP roof project.

The DOH and the NPS held a joint emergency preparedness planning meeting.

The DOH staff completed multiple maintenance and repair projects for patients, including the following: repaired and sealed a cement walkway for safety, assisted with work in a hot house, installed wheels on a wood platform, installed a paper towel holder in a bathroom, inspected a clothes washer for possible repair, transported a patient's wheel chair to the airport for shipping.

The Communicable Disease and Public Health Nursing Division (CDPHND) Chief, HDB Chief, and Kehau Yap, Constituent Services Manager and Community Liaison for Senator Mazie Hirono attended the Kalaupapa Settlement Community meeting. At the meeting, Rob McKinney, President of Mokulele Air addressed questions and concerns regarding the Kalaupapa EAS subsidy.

The DOH staff assisted NPS in repairing the water main that services the KCH and surrounding facilities.

### **April 2018**

The HDB Chief and HDB AO attended the Kalaupapa Settlement Community meeting.

The DOH staff completed multiple projects for patients, including the following: picked up green waste, transported electric wheel chairs to the airport, repaired a cabinet, replaced a refrigerator, power washed a porch, did yard work, installed a mirror, replaced non-slip bathtub strips, and repaired a stalled truck.

The Kalaupapa Administrator and NPS staff met with Tarragon Environmental Technologies concerning the new gasification system, and steps for approvals for installation in Kalaupapa. The gasification system will be operated by NPS to handle the community's municipal waste.

The Kalaupapa Administrator met with Range Global Services to discuss the use of a satellite phone that was being loaned to DOH to test coverage. Tests were conducted in Kalaupapa over the ensuing two weeks.

The Kalaupapa Administrator and staff assisted visitors who were stranded in Kalaupapa due to severe weather.

### **May 2018**

The CDPHND Chief, HDB Chief, HDB AO, and Kalaupapa Administrator met to discuss emergency preparedness and possible evacuation of Kalaupapa. The meeting was held in response to the NPS concern regarding the threat of a potential tsunami due to the increased volcanic activity at Kilauea volcano on the island of Hawaii.

The Administrator met with the KPAC.

The DOH staff completed multiple projects for patients, including the following: cleaned mold and mildew from a patio, replaced and repaired window screens, removed a refrigerator, transported an electric wheel chair, replaced anti-slip strips on stairs, and assisted with moving plants.

The Kalaupapa Administrator met with NPS to review their plans to upgrade the electrical system in Kalaupapa. The plan includes upgrades to poles, metering houses, and management of the system.

The Director of Health sent a letter to the Director of the Hawaii DOT requesting firefighting services for the Kalaupapa Airport. There are no personnel or firefighting apparatus currently assigned to the Kalaupapa Airport.

The U.S. Army Corps of Engineers surveyed the Kalaupapa pier and landing.

The Kalaupapa Administrator and NPS staff met to plan for the transition of various operational, and maintenance tasks.

### **June 2018**

The Administrator met with the KPAC twice in the month of June.

The DOH staff completed multiple projects for patients, including the following: removed a refrigerator, replaced a microwave oven, changed a flat tire, repaired window screens, assisted with moving a soda machine, helped move furniture and clean the patient's house, and assisted with cleaning a patio.

Two-way radios were purchased to provide better communications during power outages, and when preparing and responding to emergency events.

The DOH staff assisted a visitor who fainted while on a tour.

Charter Communications installed 10 Wi-Fi hot spots in Kalaupapa. All sites were tested and deemed successful. Directions for connection were provided and have been made available to the community.

The Kalaupapa Administrator and NPS staff met to discuss the transition of operational and maintenance tasks.

The DOH, NPS, and patients participated in a tsunami drill.

The DOH staff responded to a small brush fire outside of the Visitors' Quarters.

## **July 2018**

Stan Austin, the new regional Director of the NPS Pacific West Division, visited Kalaupapa Settlement and met with the Kalaupapa Administrator.

The Kalaupapa Administrator met with the KPAC.

The DOH staff and a contracted physician provided Good Samaritan care for a visitor who was injured after falling at the Kalaupapa pier.

The CDPHND Chief, HDB Chief and HDB AO attended the Kalaupapa Settlement Community meeting and the KPAC meeting.

The DOH and NPS staff coordinated, unloaded, inventoried, and stored food, supplies, equipment, and other items shipped on the annual barge.

The DOH staff completed multiple projects for patients, including the following: replaced appliances that had failed, assisted with yard work including pruning trees and hedges in addition to normal yard work, cleaned windows and screens, removed vehicles from patient yards that were no longer wanted, and cleaned up metal and other debris from patient yards for disposal. Work was also done at the KCH including replacement of air conditioners, repairs to damaged walls, repairs to door hardware, and window and screen cleaning.

The DOH staff assisted NPS with chipping trees on a fire break road.

## **August 2018**

The DOH Kalaupapa Transition meeting was held in Honolulu to identify and discuss transition issues. In attendance were DOH, DHHL, DLNR, DOT, Maui County, NPS, and the U.S. Department of the Interior.

The Kalaupapa Administrator met with the KPAC twice during the month of August.

The HDB Chief and HDB AO attended the Kalaupapa Settlement Community meeting.

DOH staff completed multiple projects for patients, including the following: assisted a patient whose wheelchair battery died while at the Mormon Church, unclogged a kitchen sink, replaced appliances, and performed yard work for patients. New equipment, furnishings, and appliances were moved to the KCH and assembled and placed in rooms and the dining room for patient use. Work in KCH room 105, including painting, removal of the door from the bathroom, and building a small bathroom cabinet, were completed in preparation for a patient moving in.

Executives from Spectrum Hawaii, Senator Kalani English, Representative Lynn DeCoite, Catherine Awakuni Colon (Director of the Department of Commerce &

Consumer Affairs), and the Kalaupapa Administrator toured Kalaupapa Settlement to view the Spectrum WIFI hotspots that were installed in June.

The DOH staff assisted Spectrum Hawaii with installing high definition cable boxes in patient homes and the KCH.

The DOH assisted NPS with a broken water pipe near the airport.

The DOH received approval from the State Procurement Office to purchase flights from Mokulele.

A new satellite phone was purchased to provide additional back up communications when power and phone lines are down.

Contractor M. Nakai performed the annual inspection of Kalaupapa's underground storage gas tanks.

The DOH ICS was activated in preparation for hurricane/tropical storm Lane. The DOH met with NPS, DOT, patients, and staff in preparation for hurricane Lane. The DOH staff moved and positioned equipment and vehicles to staging areas, topped off emergency generators with fuel, fueled State, Federal, and private vehicles, and boarded up windows of major facilities. Power and phone lines were down for two days. Emergency generators at the KCH and general store were run. No major damages or injuries were experienced.

### **September 2018**

The Kalaupapa Administrator held a Kalaupapa Settlement Community meeting. Due to the impending threat of hurricane Olivia, the usual topics of discussion were deferred, and preparations for the hurricane were discussed.

A Capital Electric technician made repairs to the KCH call system which had failed.

The DOH staff completed multiple projects for patients, including the following: trimmed plants along buildings in addition to scheduled yard work, cleaned out a failed freezer and removed it from a patient's house, replaced appliances for patients, assisted with cleaning a patio that had flooded and made repairs, and assisted with small repairs to house equipment. Work completed at the KCH included cleaning mud from walkways, working on lighting for walkways on the south end of the building for patient safety, repairing bathroom fixtures, and assembling new chairs for a patient.

The DOH ICS was activated in preparation for hurricane/tropical storm Olivia. The DOH met with NPS, patients, and employees to review storm preparations, and evacuation and emergency shelter plans. Kalaupapa experienced a power outage of approximately five hours, with minimal flooding in the maintenance garage, and no damage to equipment.

The CDPHND Chief, CDPHND AO, and HDB AO met with Ka Ohana O Kalaupapa via conference call. The meeting was held to discuss the contract for the grant in aid awarded to Ka Ohana O Kalaupapa.

The Department of Labor and Industrial Relations completed its inspection of the boilers at Kalaupapa.

The HDB Chief, HDB AO, Kalaupapa Administrator, DOH CIP Coordinator, DOH Building Manager, and contractor AECOM met to discuss the Kalaupapa C&D landfill project and design closure. The Kalaupapa C&D landfill is scheduled to stop accepting waste at the end of December 2018.

### **The Department's management of State resources, including benefits given to employees that are not statutorily defined**

No new benefits that are not statutorily defined have been given to Kalaupapa employees during FY 2018. However, due to the Kalaupapa kitchen fire, a meal stipend was negotiated in FY 2017 with the DOH Administration, United Public Workers, and Hawaii Government Employees Association.

The DOH continues to manage State resources according to the State's policies and procedures for purchasing goods and services, expending goods, and disposing of expired durable goods, as originally described in the 2005 Legislative Report.

### **The Department's progress toward establishing written policies and procedures for the Kalaupapa store.**

The Kalaupapa store has effectively utilized the policies and procedures developed in January 2004 to dispose of inventory that expired or was deemed unsellable. The audit identified the lack of written policies and procedures for the disposal of inventory at the Kalaupapa store as contributing to an appearance of potential abuse. This was addressed in the first report to the Legislature in 2005.

The inventory management policy that has been in place since 2004 insures "first in, first out" utilization of inventory. Quarterly inventory counts reconcile the actual inventory on hand with the database, determining annual purchase projections for each store item. Accurate annual usage data results in precise ordering and decreased overages for any given item.

For the period from October 2017 to September 2018, annual store purchases totaled \$144,704 with \$1,639 worth of store goods disposed of due to spoilage or expired sell dates. One weekend incident occurred with the failure of one of the small freezers causing the frozen food to defrost and spoil. All disposals were requested by the store supervisor, authorized by the Kalaupapa Administrator, and witnessed and signed off by one other employee at the time of actual disposal.

## **The Department's progress toward establishing and maintaining a complaint file and adequately addressing complaints**

Both the HDB Administration and the Kalaupapa Administration Office set up a formal complaint process as of January 2004. It was patterned after the complaint process used by the Office of the Director of Health. All complaints are logged with the date received, how the complaint was received (e.g. phone call, letter), nature of the complaint, what actions were taken, and when the actions were taken. All complaints are followed up with a written response or a phone call to the person filing the complaint. Over the course of the year, the on-site Kalaupapa Administration Office documented and addressed a variety of concerns and complaints from the community.

This year, the documented concerns/complaints included requests to assist with a variety of issues (e.g., adequacy of staffing, adequacy of health care services and equipment, adequacy of home/yard/auto maintenance, adequacy of food and food services, permitted use of vehicles, parking disputes at the airport, hunting regulations, tour access to residential areas, the privacy and confidentiality of patients, staff access to the store, adequacy/safety of roads, repairs of loose cattleguards and air travel service, etc.) In all cases where a concern or complaint was filed, staff contacted the individuals directly to clarify the concerns, to explain any relevant regulations and operational practices that applied to the concern, and to work toward resolving the concern.

## **The performance of the Administrator, including compliance with job duties**

The current Kalaupapa Administrator has been on the job since May 2016. He has performed capably under severe budgetary constraints as well as significant staff shortages. A number of patients have commented favorably on his performance. He has developed a positive relationship with the NPS and their Superintendent.

## **The Department's progress toward adequate accountability of State property**

Inventory control policies that were developed and implemented in June 2004 have been utilized effectively for the annual barge visits. All new State property brought in on the barge are affixed with a decal. The State employee delivering the item must report the item/description, decal number, and location delivered to the Administration Office while the receiving party must sign for the item to acknowledge receipt. All State property shipped out on the barge for disposal must have a State-approved Disposal Application Form and logged in the Kalaupapa Administration Office's Outgoing Barge Form to facilitate inventory control.

Equipment of \$1,000 or greater is required to be reported on the DAGS inventory system. Many purchased items for Kalaupapa no longer reach this threshold for inventory reporting. The program instituted an inventory log to keep track of high cost

items that do not necessarily meet the inventory threshold. Items such as chain saws, power tools, and appliances have been added to the internal program log.

### **Details and justification of approved employee air travel requests and trail pay**

Each bargaining unit contract contains a specific article that allows a Kalaupapa employee whose permanent residence is on “topside” Molokai, and who is provided quarters in Kalaupapa as a matter of convenience be granted either three roundtrips by air per month, or two hours of travel pay for walking up and down the trail once a week to topside. Employees whose permanent residence is in Kalaupapa will be granted one roundtrip by air to topside each month or in lieu of the once a month round trips to topside, an employee may take one inter-island round trip per quarter.

Employee air travel procedures that were modified, implemented, and reported in the 2005 Legislative Report continue to be followed. All employee requests for air travel reimbursement must be substantiated by a valid airline receipt. In addition to submitting the receipt, the employee must also complete and sign a reimbursement application at the end of each month for that month’s travel. These reimbursement requests are then sent to the HDB Office for review and approval by the AO. The paper work is forwarded through the CDPHND Office to the DOH’s Administrative Services Office for submission to the DAGS to generate the reimbursement check.

For the period October 2017 through September 2018, the DOH expended \$44,259 for employee authorized trail pay and air travel.

### **PATIENT AND NON-PATIENT COSTS**

Act 232, SLH 2004, amended Section 326-13, HRS on expenses at Kalaupapa, to include a new subsection (b) in which “expenses related to patients shall be tracked separately from non-patient costs, whenever appropriate and possible.” There are a number of costs that can be tracked separately, but the majority of the costs for Kalaupapa cannot be separated.

The following is a summary of expenses that were tracked or that could be readily calculated. (As of the date of this report, payroll reports for the period August 1, 2018 through September 30, 2018 were not available from the DOH. Alternate reports were relied upon; small discrepancies may result as assumptions were made to derive missing data.)

Patient Expenses for the period October 1, 2017 through September 30,2018:

	<u>COST (\$)</u>
Home Care Staff Salaries	86,558
Home Care Staff Overtime	633
Medications	36,640
Miscellaneous Medical Supplies	58,572

Medical & Ancillary Services	27,423
Medical Insurance Premiums (HMSA & Medicare)	10,073
Medicare Reimbursement	6,974
Nursing Facility Staff Salaries	801,245
Nursing Facility Staff OT	3,410
Patient Employee Program Salaries	34,580
Physician Services	56,151
Travel Cost for Medical Care	10,363
Pharmaceutical Services	1,715
Dietary & Nutrition Services	81
Physical Therapy Services	0
Cash Food Allowance	2,343
Food Rations (\$45 per patient per week drawn at the store)	21,420
Meals (7,521 @ \$5.00 ea.)	37,605
Clothing Allowance (\$70 per patient per 6 months)	1,786
Cash Allowance (\$30 per patient per quarter)	1,480
Patient Employee Program Pensions	31,709
Appliances (washer, dryer, refrigerator, stove, water heater, microwave oven)	5,899
Stamped Envelopes (10 per patient per month)	298

Non Patient/Employee Expenses for the period October 1, 2017 through September 30, 2018:

Trail Pay/Air Travel	44,259
Employee Meal Stipends	64,838
Salaries (Admin, Food Services and Const. & Mtnce.)	1,093,966
Overtime (Admin, Food Services and Const. & Mtnce.)	16,277
Standby Pay	14,922
Employee Safety Equipment Cost (steel toe shoes, gloves, goggles, respirators, scaffolds/harness, etc.)	2,871
Store Disposals	1,639

Expenses that would be difficult to track as either patient or non-patient include:

- Administrative/clerical Services: labor cost, supplies, facility maintenance, and utilities
- Housekeeping Services: labor cost, supplies, facility maintenance, utilities, and equipment
- Food Services: labor cost, supplies, facility maintenance, equipment cost and maintenance, and utilities
- Kalaupapa Store: labor cost, supplies, facility maintenance, utilities, shipping, and spoilage
- General Construction and Maintenance Services: labor cost, supplies, facility maintenance, utilities, equipment cost and maintenance
- Electricity Cost: (State buildings are not metered, and one bill is generated)

## Trash Pickup and Landfill Operations Upkeep of Common Areas

In all the above examples, the DOH staff provide services for patients, staff, visitors, and in some cases, the NPS. It is difficult to separate most costs in Kalaupapa and even if possible, would be at great cost in time, energy, and staffing with questionable accuracy. As an example, the Housekeeping Unit provides janitorial and housekeeping services for the nursing facility, State offices, community buildings, and all the Visitors' Quarters. The community building and Visitors' Quarters are used by patients and non-patients daily. Assigning costs for supplies used, cost of utilities, facility or building maintenance, and equipment purchased or used would be very difficult in this case. It would have to be done for every different function or activity that each service section provides.

The General Construction and Building Maintenance Units provide general construction and maintenance services and are responsible for repair and maintenance of all buildings within the Settlement. Painting, carpentry, common area yard maintenance, vehicle repair and maintenance, garbage pickup, and landfill operations are subunits under the two units. As in the previous example above, all subunits would have to be evaluated making assignment to either a patient or non-patient category difficult. In order to separate patient and non-patient cost, each activity would have to be evaluated separately to assign a cost estimate rather than actual costs in most cases.

The DOH is greatly appreciative for the opportunity to share with the Hawaii Legislature all the actions it has taken to address the auditor's report and improve the quality of life for the patients of the Kalaupapa Settlement.