

October 14, 2020

**VIA EMAIL**

The Honorable Ronald D. Kouchi  
Senate President  
415 South Beretania Street  
Hawai'i State Capitol, Room 409  
Honolulu, Hawai'i 96813

**VIA EMAIL**

The Honorable Scott K. Saiki  
Speaker, House of Representatives  
415 South Beretania Street  
Hawai'i State Capitol, Room 431  
Honolulu, Hawai'i 96813

Re: *Limited Scope Review of the State of Hawai'i's Mandatory Travel Self-Quarantine Program, Report No. 20-13*

Dear President Kouchi and Speaker Saiki:

Please find attached a copy of Report No. 20-13, *Limited Scope Review of the State of Hawai'i's Mandatory Travel Self-Quarantine Program*, and Auditor's Summary. The Senate Special Committee on COVID-19 had requested that we do a limited scope review of the travel self-quarantine program.

The report is accessible through our website at:  
<http://files.hawaii.gov/auditor/Reports/2020/20-13.pdf>.

The Auditor's Summary is also accessible through our website at:  
<http://files.hawaii.gov/auditor/Overviews/2020/20-13AuditorSummary.pdf>.

This report and others we have issued in response to the COVID-19 pandemic may be accessed at: <https://auditor.hawaii.gov/covid19-related-reports/>.

If you have questions about the report, please contact me.

Very truly yours,

Leslie H. Kondo  
State Auditor

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Attachments

ec/attach: Senators  
Representatives  
Carol Taniguchi, Senate Chief Clerk  
Brian Takeshita, House Chief Clerk

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# Auditor's Summary

## Limited Scope Review of the State of Hawai'i's Mandatory Travel Self-Quarantine Program

Report No. 20-13



**AS A NOVEL CORONAVIRUS** ravaged regions in Asia, Europe, and the continental United States, the State of Hawai'i took an unprecedented step to prevent the virus that causes COVID-19 from spreading in the Islands. Since March 26, all travelers entering the state – visitors and returning residents alike – have been required to self-quarantine for 14 days upon arrival, with limited exceptions. According to the Director of the Hawai'i Emergency Management Agency, who is appointed by the Governor to serve as the Incident Commander for COVID-19, the self-quarantine mandate was meant to deter visitor traffic as well as restrict the mobility of those who do travel to Hawai'i during the period they might be contagious. The effect on travel was immediate – April 2020 arrivals were down 99 percent from a year earlier and have remained at depressed levels since.

The travel self-quarantine program has evolved over the past six months and is on the cusp of yet another major change; effective October 15, a new pre-travel testing program will allow visitors to bypass self-quarantine with proof of negative results from a state-approved COVID-19 testing partner within 72 hours of flying to Hawai'i. Yet two days before the pre-travel testing program was set to be launched, details of how it will work – particularly on the neighbor islands – were still unsettled. The lingering uncertainty as Hawai'i begins reviving its tourism industry reflects many of the concerns raised in our limited scope review of the travel self-quarantine program. While we observed well-intentioned, hard-working state and county employees during our work on this report, we did find an overall lack of coordinated planning and communication among the state and county agencies involved. This has diminished the effectiveness of the self-quarantine program and raises questions about the program's future success.

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**The self-quarantine is largely an “honor” system, dependent upon the deterrent effect of potential penalties and the visitor's tolerance for risk.**

## About this report

At the Senate Special Committee on COVID-19's request, we performed a limited scope review of the travel self-quarantine program. Our report includes a high-level analysis of the airport screening process for trans-Pacific and interisland arrivals, the web-based Safe Travels program that collects travelers' health and trip details and makes the information available to those responsible for ensuring compliance, enforcement efforts, and both near-term and long-range planning. It also offers recommendations aimed at providing oversight and improving coordination and communication among the many agencies charged with developing, operating, and enforcing the travel self-quarantine mandate.

## What we observed

The travel self-quarantine program is a multiagency effort, pulling together the Department of Transportation-Airports Division (DOT-Airports), the Hawai'i Tourism Authority (HTA), the Office of Enterprise Technology Services (ETS), the Hawai'i Emergency Management Agency, the Hawai'i National Guard, the Department of the Attorney General, and county law enforcement, as well as the Department of Health (DOH). While the Incident Commander is responsible for overseeing the State's overall response to the COVID-19 pandemic, we could not identify any individual who is tasked with operational oversight over the travel quarantine component of the State's response and familiar with all aspects of the program.

Rather, we discovered each state and county agency is generally operating in its own "silo," focused on a specific function and not necessarily considering the big picture. For example, ETS created the web-based Safe Travels platform to expedite the airport screening process led by DOT-Airports, automate compliance checks previously performed by HTA, and help county police departments enforce the self-quarantine requirements. In practice, though, Safe Travels has not eliminated the need for airport screeners to manually verify health and trip information that passengers are required to provide on the State's digitized health and travel form prior to departure. Automated emails and text messages that remind all people in self-quarantine to check in daily have replaced a 100-person call center that reached only 10 percent of those in quarantine. However, the automated daily check-ins are through email and soon, voice bots, but do not include location information to confirm that the person is checking in from their designated self-quarantine location.

Generally, we found information does not flow smoothly between the state and county agencies involved in different aspects of the program. While the State has led screening efforts at the airports, enforcing the travel quarantine has fallen to the counties, which have taken different approaches to ensuring compliance with the travel self-quarantine. Kaua'i, for example, has adopted the strictest measures, conducting 300 in-person compliance checks a day with the assistance of Hawai'i National Guard personnel and collecting traveler information on its own form instead of relying on the State's mandatory travel and health form that collects the same information. In other counties, enforcement has been largely reactive, dependent on reports and complaints from the public, social media, and interested community groups. As a result, the self-quarantine is largely an "honor" system, dependent upon the deterrent effect of potential penalties and the visitor's tolerance for risk.

## Issues and concerns

An absence of near-range and long-term planning raises questions about the program’s future even as the State anticipates an imminent increase in arrivals. Passenger screening, currently led by DOT-Airports and staffed by the Hawai‘i National Guard and private contractors, will be handed off to DOH at the end of the year. We found little evidence of planning for this impending transition, however, which is now less than three months away. None of the people we interviewed could even tell us how the travel self-quarantine program will be funded after the end of the year, which includes contracts with Roberts Hawaii Tours, Inc. and Worldwide Flight Services, Inc. to screen arriving trans-Pacific travelers at some of the State’s airports, as well as the counties’ costs to enforce the quarantine. Those expenses currently are paid with moneys the State received through the CARES Act, which must be spent by December 30, 2020.

According to the Incident Commander, “When [DOT-Airports] started screening, I told them that we cannot have the perfect product. However, just by announcing it and doing it, we will eliminate 90 percent of the visitors.” The travel self-quarantine mandate initially reduced visitor arrivals by 98 percent, he said, calling that “a huge success.” Nevertheless, more than six months after the travel quarantine mandate went into effect, we expected to see better communication and coordination between the agencies responsible for different aspects of the program. The program is hampered by a lack of oversight and the absence of a defined organizational structure to effectively and efficiently manage every piece of the process, starting from screening at the airports to enforcement of the quarantine requirement. Instead, the apparent delegation of authority to agencies to develop their own processes to support their responsibilities relating to the travel self-quarantine program has created inefficiencies and other concerns that likely have – and, if unaddressed, will continue to – hurt the effectiveness of the program.

### Trans-Pacific Transmission

According to statistics from the Hawai‘i Data Collaborative, 731 COVID-19 positive cases are related to travel or travel-associated contact, just over 5 percent of the 13,538 positive cases recorded in Hawai‘i.

Risk	Month of Disease** Onset									Grand Total
	February	March	April	May	June	July	August	September	October	
Community	2	136	145	30	281	1,388	6,065	3,028	557	11,632
Travel	2	245	12	9	28	103	108	56	13	576
Travel-associated contact	2	52	11	0	9	25	33	22	1	155
Pending/Unknown	1	6	8	0	16	79	534	237	294	1,175
Grand Total	7	439	176	39	334	1,595	6,740	3,343	865	13,538

\* Illnesses that began in the past 10 days may not yet have been reported; Includes all cases diagnosed in the state (non-residents and residents)

\*\* Based on symptom onset date or test collection date

Source: Hawaii Data Collaborative

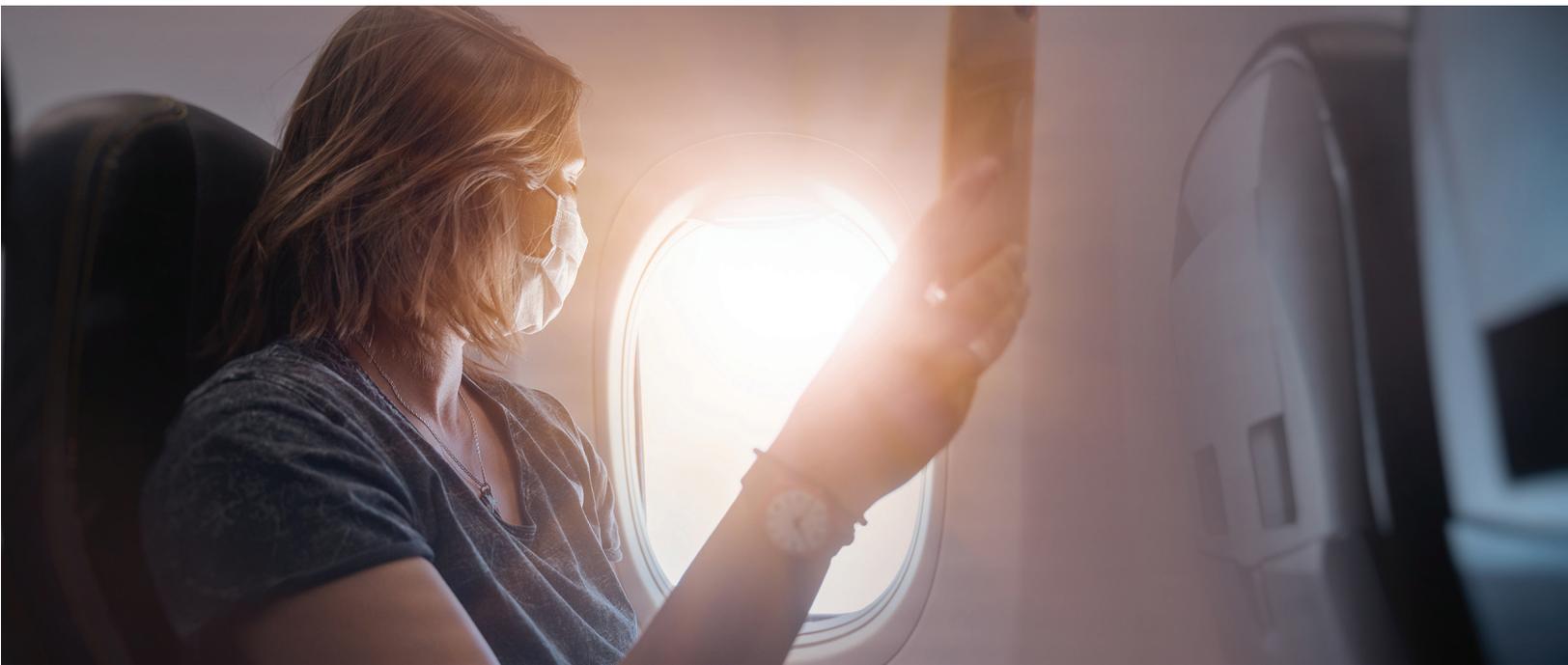
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**COVID-19 SPECIAL PROJECTS**

# Limited Scope Review of the State of Hawai'i's Mandatory Travel Self-Quarantine Program

A Report to the Legislature  
of the State of Hawai'i

Report No. 20-13  
October 2020



**OFFICE OF THE AUDITOR**  
STATE OF HAWAI'I



## OFFICE OF THE AUDITOR STATE OF HAWAII

### Constitutional Mandate

Pursuant to Article VII, Section 10 of the Hawai'i State Constitution, the Office of the Auditor shall conduct post-audits of the transactions, accounts, programs and performance of all departments, offices and agencies of the State and its political subdivisions.

The Auditor's position was established to help eliminate waste and inefficiency in government, provide the Legislature with a check against the powers of the executive branch, and ensure that public funds are expended according to legislative intent.

Hawai'i Revised Statutes, Chapter 23, gives the Auditor broad powers to examine all books, records, files, papers and documents, and financial affairs of every agency. The Auditor also has the authority to summon people to produce records and answer questions under oath.

### Our Mission

To improve government through independent and objective analyses.

We provide independent, objective, and meaningful answers to questions about government performance. Our aim is to hold agencies accountable for their policy implementation, program management, and expenditure of public funds.

### Our Work

We conduct performance audits (also called management or operations audits), which examine the efficiency and effectiveness of government programs or agencies, as well as financial audits, which attest to the fairness of financial statements of the State and its agencies.

Additionally, we perform procurement audits, sunrise analyses and sunset evaluations of proposed regulatory programs, analyses of proposals to mandate health insurance benefits, analyses of proposed special and revolving funds, analyses of existing special, revolving and trust funds, and special studies requested by the Legislature.

We report our findings and make recommendations to the governor and the Legislature to help them make informed decisions.

*For more information on the Office of the Auditor, visit our website:*  
<http://auditor.hawaii.gov>



## COVID-19 SPECIAL PROJECTS

# Limited Scope Review of the State of Hawai‘i’s Mandatory Travel Self-Quarantine Program

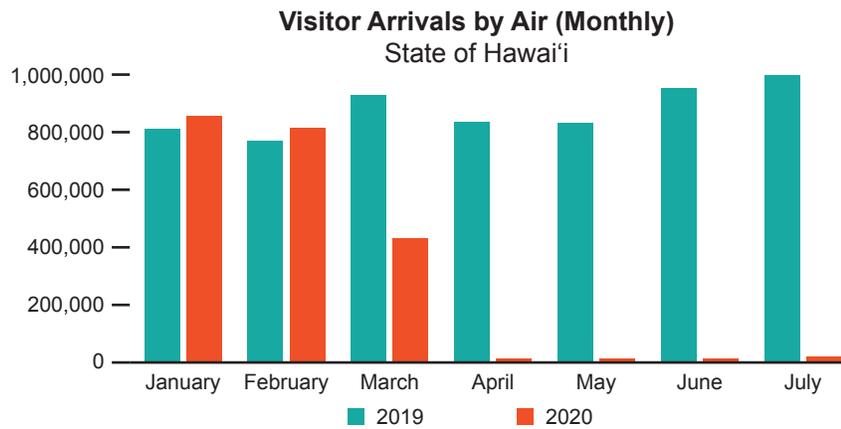
## Introduction

**O**n March 21, 2020, Governor David Ige issued his Second Supplementary Proclamation for COVID-19, mandating all travelers entering the State of Hawai‘i to self-quarantine, with limited exceptions, for 14 days or the duration of the person’s stay in the State of Hawai‘i, if less than 14 days. The effect on the number of arriving airline passengers was immediate and dramatic, with arrivals in April 2020 plummeting over 99 percent compared to a year earlier and remaining at depressed levels through August 2020.

The COVID-19 health screening process and travel self-quarantine (travel self-quarantine program) has evolved since March, but remains in place to this day. And, although the State plans to begin its pre-travel testing starting October 15 to encourage increased numbers of visitors and economic recovery, the travel self-quarantine program will very likely continue to be part of Hawai‘i’s COVID-19 response for the foreseeable future.

**The effect on the number of arriving airline passengers was immediate and dramatic, with arrivals in April 2020 plummeting over 99 percent compared to a year earlier.**

In preparing this report, we were mindful that state and county agencies continue to be deeply involved in different aspects of the travel self-quarantine program, from overseeing the screening process to refining the Safe Travels platform to enforcing the self-quarantine requirement.



Source: Office of the Auditor based on data from Hawai'i Tourism Authority

At the request of the Senate Special Committee on COVID-19, we performed a limited scope review of the travel self-quarantine program. Our review included a high-level analysis of the screening of trans-Pacific and interisland arrivals at Hawai'i's airports, the traveler information collected prior to and now through the web-based Safe Travels platform, the access to and dissemination of that information to those tasked with compliance checks and enforcement, and the enforcement of the self-quarantine requirement. We also obtained information about the State's pre-travel testing program that will allow arriving trans-Pacific travelers with negative COVID-19 test results to be exempt from the self-quarantine requirement.<sup>1</sup>

<sup>1</sup> In preparing this report, we were mindful that state and county agencies continue to be deeply involved in different aspects of the travel self-quarantine program, from overseeing the screening process to refining the Safe Travels platform to enforcing the self-quarantine requirement. We attempted to perform our work while minimizing the time and additional burden on agency staff. In preparing this report, we performed the following procedures:

1. We reviewed the Governor's Emergency Proclamation for COVID-19 issued March 4, 2020, and the thirteen Supplementary Proclamations Related to COVID-19 issued between March 16, 2020, and September 22, 2020;
2. We interviewed personnel from the following agencies: Department of Transportation, Airports Division (DOT-Airports); Department of the Attorney General, Investigations Division; Department of Health; Hawai'i Tourism Authority (HTA); Hawai'i Emergency Management Agency (HI-EMA); Office of Enterprise Technology Services; Honolulu Police Department; Maui Police Department; Hawai'i Police Department; and Kaua'i Police Department. We also met with the Lieutenant Governor;
3. We reviewed written policies provided to us by DOT-Airports, HI-EMA, HTA, the Senate Special Committee on COVID-19 (website), the county police departments, and the Department of the Attorney General;
4. We visited the Daniel K. Inouye International Airport to observe the passenger screening process and view the current and planned facilities for passenger processing; and
5. We reviewed quarantine policies applied in other jurisdictions.

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Our intention was to provide clear information about the travel self-quarantine program and to identify areas where improvements should be made to protect public health and to ensure limited public resources are used effectively. When we started our review, however, we were unaware that each county was enforcing the mandatory quarantine differently. We interviewed county police department representatives about their respective approaches to enforcement, but because of time constraints, were unable to interview other county officials. We would have liked to have spoken with the county mayors to gain an understanding of their respective policies, which likely are driving enforcement efforts. However, this report is not an audit. Therefore, our review and the procedures we describe herein were more limited than would be necessary for a performance audit under U.S. Government Auditing Standards. Had we audited the travel self-quarantine program, we may have identified and reported other matters that we were unable to ascertain in this limited scope review.

While we observed well-intentioned, hard-working state and county employees during our work on this report, we did find an overall lack of coordinated planning and communication among the state and county agencies involved. This has diminished the effectiveness of the self-quarantine program and raises questions about the program's future success. Among other things, we were unable to identify any person who is dedicated to and has knowledge of all aspects of the travel self-quarantine program. Without that person – someone who is intimately familiar with each agency's responsibilities and, as importantly, how each agency is performing those responsibilities – screening procedures are different at each airport, state agencies are unaware of county-specific issues, and the enforcement of the self-quarantine varies by county. And, while moneys to contract for private airport screeners, develop and maintain a web-based traveler platform, and generally stand-up the travel self-quarantine program have come from the Coronavirus Aid, Relief, and Economic Security (CARES) Act, those moneys will expire by the end of the year. Yet, none of the people we interviewed were able to tell us how the travel self-quarantine program will be funded starting January 1, 2021.

By its nature, our review focuses on the weaknesses and other concerns we observed about the travel self-quarantine program. We recognize the unprecedented nature of the pandemic and the multitude of challenges it has created, one of which is to minimize the spread of the virus by incoming travelers. Decisions involving the travel self-quarantine program were made quickly, even as the situation and our understanding of the virus continued to – and still continue to – evolve. The Incident Commander of the State's response to COVID-19 told us that the purpose of the travel self-quarantine program was to reduce the number of visitors by deterring them from traveling to the state; the program has

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**While we observed well-intentioned, hard-working state and county employees during our work on this report, we did find an overall lack of coordinated planning and communication among the state and county agencies involved.**

significantly reduced the number of arriving travelers, and we agree it has generally achieved that purpose.

## The Travel Self-Quarantine Program: a 98 percent solution

Since March 26, 2020, all travelers entering the State of Hawai‘i – visitors and returning residents alike – have been subject to a mandatory 14-day quarantine, with limited exceptions for airline flight crews and those performing emergency response or critical infrastructure functions. Violation of the quarantine is a criminal misdemeanor offense punishable by fines up to \$5,000 or up to one year in prison.

From the beginning, the Hawai‘i Emergency Management Agency’s (HI-EMA) primary focus was to protect Hawai‘i from COVID-19 through deterrence – limiting air travel to the state as well as restricting the movement of those who do come to Hawai‘i for the period when they could be infectious. However, since the State does not have the authority to shut down airports or restrict travel to Hawai‘i, HI-EMA implemented the 14-day self-quarantine requirement.

“When [DOT-Airports] started screening, I told them that we cannot have the perfect product. However, just by announcing it and doing it, we will eliminate 90 percent of the visitors,” said the HI-EMA Director,

### What is Self-Quarantine?

**THE STATE’S ORDER** for Self-Quarantine requires individuals arriving in Hawai‘i to stay in their homes or visitor lodgings for 14 days to prevent the possible spread of COVID-19 to others.

According to instructions issued by the Department of Health, that means no public outings – not even to work or school – and steering clear of shared facilities such as pools, gyms, and restaurants. Use of a private lanai or yard is allowed and considered safe; beaches and parks are off-limits.

Since those in self-quarantine cannot leave home to shop for themselves, the Health Department instructs them to ask someone to drop off food and other necessities at the front door or to order room service. If travelers develop symptoms while in self-quarantine, they are to call a health care provider for an assessment or, in case of an emergency, call 911 and disclose their travel history.

However, the instructions also note that “[i]f you are well, others who live with you do not need to self-quarantine...”. Travelers with no symptoms do not need to isolate from those they normally live with, but they cannot have visitors over. This definition of “quarantine” differs from what we understand close contacts of an infected case are instructed to do, which is to isolate themselves from other members of their household. If travelers develop symptoms, the people they live with will be considered close contacts subject to self-quarantine as we describe in the preceding sentence. Given the potential for asymptomatic spread and the purpose of the travel self-quarantine program, we question whether this aspect of self-quarantine provides sufficient protection for those residing with a returning resident.

who has also been appointed by the Governor to be the Incident Commander for COVID-19. “At the beginning, there was a 98 percent reduction in visitors coming to Hawai‘i. This is a huge success.”

While the 14-day self-quarantine for travelers arriving from out-of-state has remained mandatory, restrictions for interisland travel have evolved over time. Starting April 1, the 14-day self-quarantine mandate applied to interisland travelers, as well as those arriving from out-of-state. While the interisland self-quarantine mandate was lifted on June 16, the requirement was partially re-imposed on August 11, after several weeks of record daily numbers of new COVID-19 cases. As of August 11, the self-quarantine applies to interisland travelers from O‘ahu to the neighbor islands, and from neighbor island to neighbor island, but is no longer in effect for interisland travelers to O‘ahu.

Starting October 15, a pre-travel testing program provides an exemption from self-quarantine for trans-Pacific travelers who can “provide written confirmation from a State-approved COVID-19 testing facility of a negative test result from a test administered to the traveler within 72 hours from the final leg of departure.”

**Starting October 15, a pre-travel testing program provides an exemption from self-quarantine for trans-Pacific travelers who can “provide written confirmation from a State-approved COVID-19 testing facility of a negative test result from a test administered to the traveler within 72 hours from the final leg of departure.”**



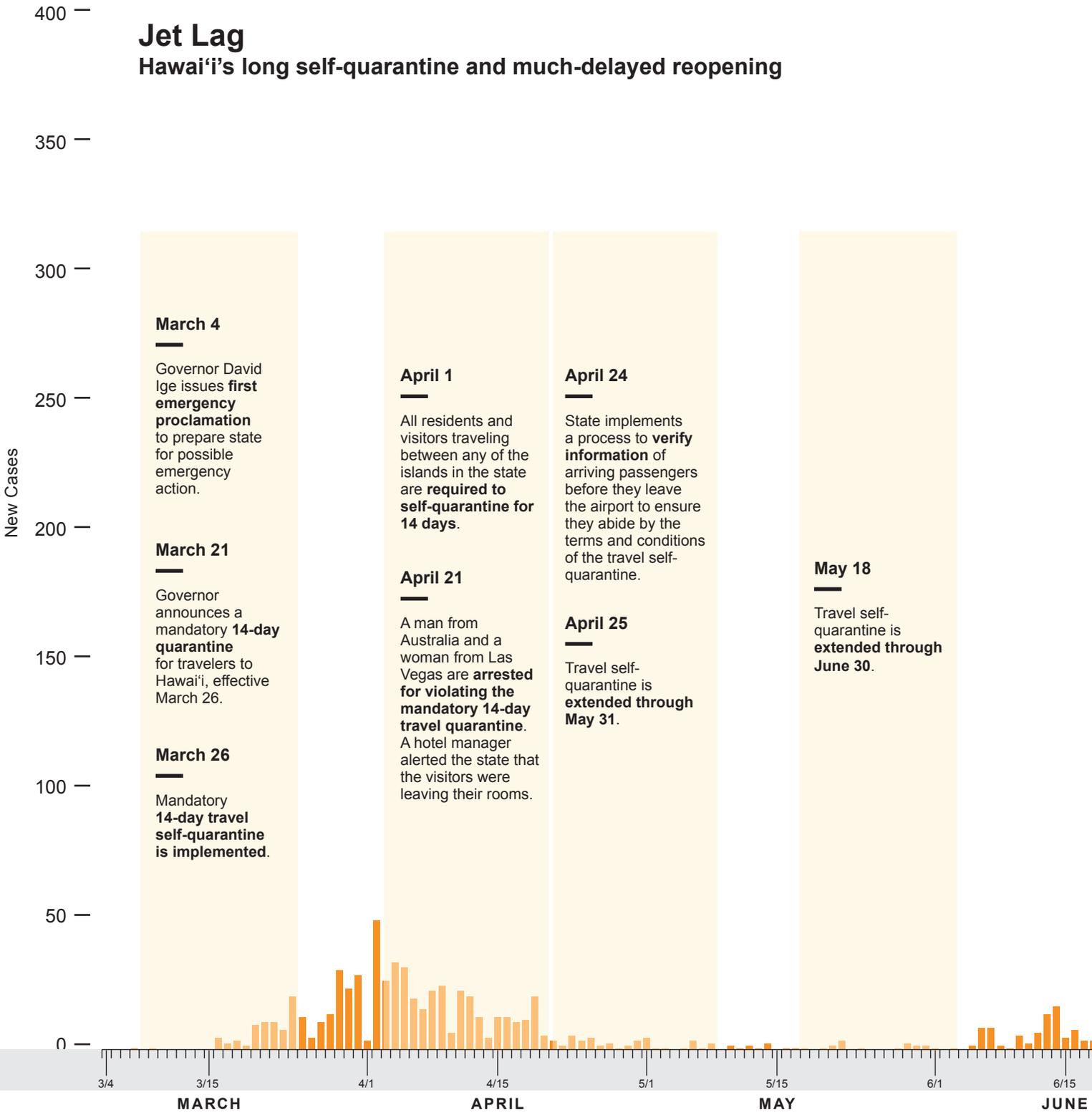
## Two Weeks Notice

**SINCE MARCH 26, 2020**, most trans-Pacific travelers to Hawai‘i have been required to self-quarantine for two weeks upon arrival, regardless of whether they exhibit COVID-19 symptoms or have been exposed to the virus. Hawai‘i is not alone in mandating a 14-day quarantine period for incoming travelers to reduce spread of the virus; at least 20 other states and the District of Columbia have also required or recommended a 14-day self-quarantine for travelers at some point during the pandemic. The two-week time span reflects research funded by the Centers for Disease Control and Prevention, among others, which found the typical incubation period for COVID-19 is five days and 99 percent of those infected will develop symptoms within 14 days. As an article from *Johns Hopkins Medicine* explains, health experts recommend self-quarantining for 14 days because “[t]wo weeks provides enough time for them to know whether or not they will become ill and be contagious to other people.”

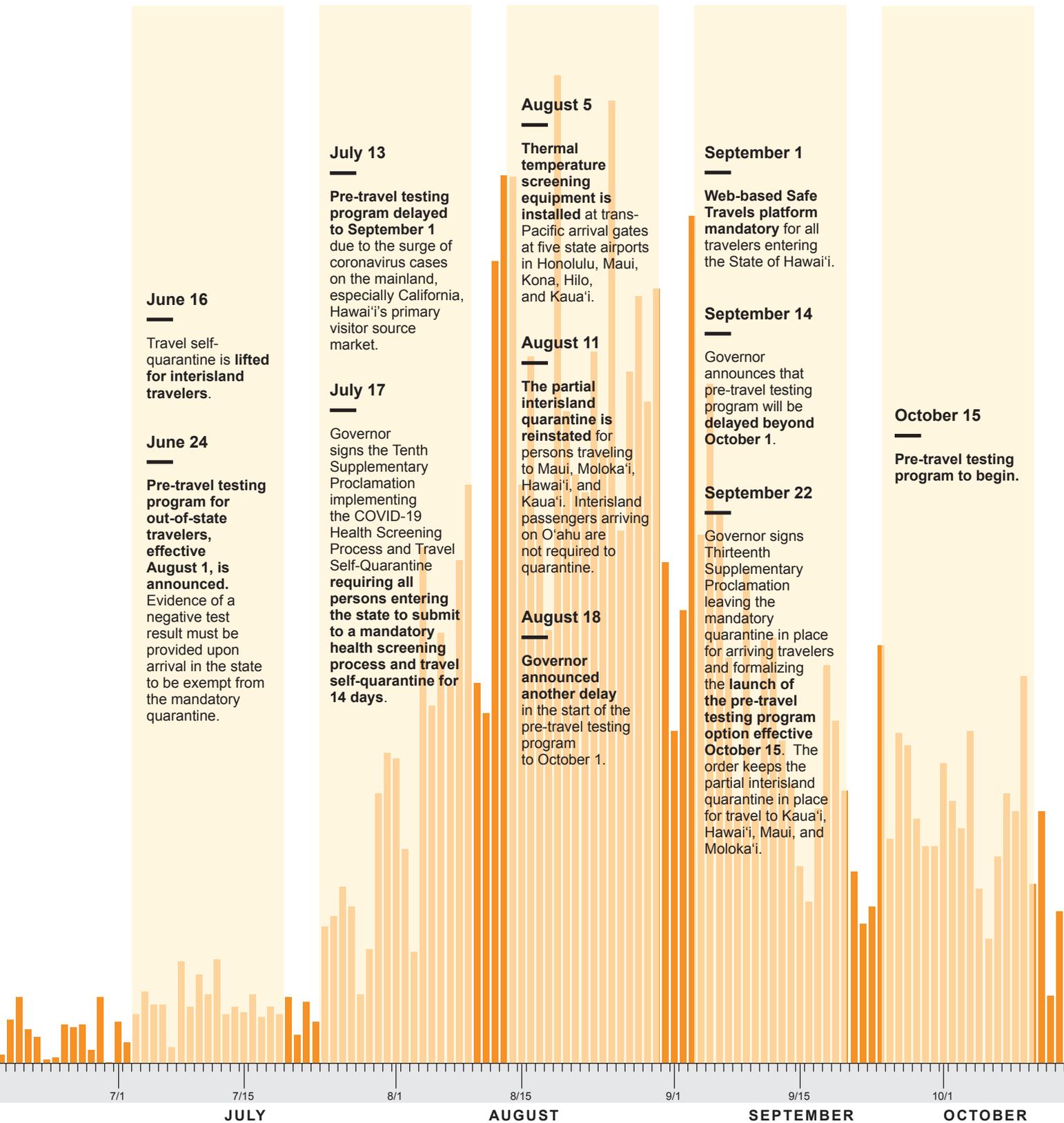
Exhibit 1

# Jet Lag

## Hawai'i's long self-quarantine and much-delayed reopening



Source: Office of the Auditor based on data from the Hawai'i Data Collaborative



**June 16**

Travel self-quarantine is **lifted for interisland travelers**.

**June 24**

**Pre-travel testing program for out-of-state travelers, effective August 1, is announced.** Evidence of a negative test result must be provided upon arrival in the state to be exempt from the mandatory quarantine.

**July 13**

**Pre-travel testing program delayed to September 1** due to the surge of coronavirus cases on the mainland, especially California, Hawai'i's primary visitor source market.

**July 17**

Governor signs the Tenth Supplementary Proclamation implementing the COVID-19 Health Screening Process and Travel Self-Quarantine **requiring all persons entering the state to submit to a mandatory health screening process and travel self-quarantine for 14 days.**

**August 5**

**Thermal temperature screening equipment is installed** at trans-Pacific arrival gates at five state airports in Honolulu, Maui, Kona, Hilo, and Kaua'i.

**August 11**

**The partial interisland quarantine is reinstated** for persons traveling to Maui, Moloka'i, Hawai'i, and Kaua'i. Interisland passengers arriving on O'ahu are not required to quarantine.

**August 18**

**Governor announced another delay** in the start of the pre-travel testing program to October 1.

**September 1**

**Web-based Safe Travels platform mandatory** for all travelers entering the State of Hawai'i.

**September 14**

Governor announces that pre-travel testing program will be **delayed beyond October 1.**

**September 22**

Governor signs Thirteenth Supplementary Proclamation leaving the mandatory quarantine in place for arriving travelers and formalizing the **launch of the pre-travel testing program option effective October 15.** The order keeps the partial interisland quarantine in place for travel to Kaua'i, Hawai'i, Maui, and Moloka'i.

**October 15**

**Pre-travel testing program to begin.**

## **Screening system build-out is impressive but the near-term future of operations is concerning**

The screening program at the Daniel K. Inouye International Airport is emblematic of the challenges and continuing issues of the travel self-quarantine program as a whole. A quickly assembled and continually evolving patchwork, the program is planned and overseen by DOT-Airports and staffed by privately contracted screeners and Hawai'i National Guard personnel. Start-up funding was provided by the Hawai'i Tourism Authority (HTA), but the program's build-out was fueled by tens of millions of dollars in federal coronavirus relief funding. At the end of the year, DOT-Airports will end its involvement with the system it built, handing over the reins to the Hawai'i Department of Health (DOH).

The reason for the travel quarantine screening program's poi-dog origins is because DOT-Airports is required to expend its Federal Aviation Administration (FAA) moneys in accordance with FAA grant obligations, which do not include using funds for public health screenings. Therefore, during the initial planning of the screening program in late March, DOT-Airports approached the Hawai'i Department of Agriculture (HDOA) and HTA to fund the effort. DOT-Airports had planned to use a modified version of HDOA's Agricultural Declaration Form, distributed to all Hawai'i-bound airline passengers for the basis of the quarantine screening questionnaire. HDOA declined to participate, but HTA agreed to assist with screening because the agency already processed the "Domestic Visitors' Basic Characteristics Survey" form, which is printed on the flip side of HDOA's declaration form.

Since HTA did not have sufficient staff who were credentialed to operate in secured areas of the airports, it signed a cost-reimbursement contract with tour and transportation company Roberts Hawaii Tours, Inc. (Roberts Hawaii), for \$30 per hour for each screener. Initially, the program employed 30 to 40 screeners; however, as the number of flights increased, HTA contracted with another vendor, Worldwide Flight Services, Inc. (Worldwide Flight Services), to provide additional screeners. Currently, the program uses more than 100 screeners at a number of airports throughout the state.

DOT-Airports no longer needed to rely upon HTA to fund screening activities after CARES Act moneys became available to the division on August 1. In addition, DOT-Airports used \$37 million of the federal funding to purchase thermal camera and monitor systems to screen arriving passengers at every airport gate in Honolulu, Kahului, Lihu'e, Hilo, and Kona. Nearly \$1 million was spent on the Safe Travels internet-based portal, and DOT-Airports will spend additional moneys on the design and construction of permanent processing centers and

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purchase of medical trailers for each state airport as well as COVID-19 testing materials.

The quick build-out of staffing and hard infrastructure got the program on its feet, but the continued operation and maintenance of the multi-functional travel screening program is concerning. On January 1, 2021 DOT-Airports hands over the program to DOH, which has had little to no involvement in planning or operations. In addition, CARES Act moneys, which funded the lion's share of the program's development, must be spent before the end of 2020.

Especially concerning is, as of mid-September, there appeared to be little planning or even awareness of the impending handover. For instance, when we met with the Incident Commander, he had only been made aware of the changeover the day before. Meanwhile, DOH's Deputy Director said that the department had been working with the DOT Acting Airports Administrator on the "operational kinks" of the coming transition but DOH staff had yet to start extensive planning in advance of the changeover. The Deputy Director did say that DOH intends to take over management of the two contracts in place with Roberts Hawaii and Worldwide Flight Services because DOH does not want to have to train new people, and that the department was working with the Governor's Chief of Staff to identify possible moneys to fund operations as of January 1, 2021.

"This is a brand-new function for DOH. We do not normally do public health screening at airports," the Deputy Director said.

## Travel self-quarantine program a multiagency effort

### Many Oars in the Water

*The statewide travel quarantine effort requires coordination between about a dozen state and county agencies and private contractors as listed below.*

#### Incident Commander

##### State Adjutant General/HI-EMA Director

The Incident Commander of the State's response to COVID-19 has overall oversight responsibility with all activities subject to his approval.

#### Airport Screening

DOT-Airports  
HTA  
Roberts Hawaii  
Worldwide Flight Services  
Hawai'i National Guard  
DOH

DOT-Airports oversees operations at the State's airports; however, because its FAA grant moneys cannot be used for public health screening, the department worked with HTA to hire private contractors. Hawai'i National Guard personnel also assist with a variety screening duties. As a result, private contractors, Roberts Hawaii and Worldwide Flight Services, handle screening at the airports in Honolulu, Kona, and Kahului.

County of Hawai'i Civil Defense screens passengers at the Hilo International Airport, while the Kaua'i Police Department handles those duties at Līhu'e. Kaua'i has a separate screening process and its own form that arriving travelers must complete. In addition, all three neighbor island counties have their own forms to request quarantine modifications or exemptions from the travel quarantine restrictions.

DOH will be taking over airport screening operations starting January 1, 2021.

#### Safe Travels Platform

DOT-Airports  
Office of Enterprise Technology Services (ETS)  
HTA  
Hawai'i County  
Maui County  
Kaua'i County  
City & County of Honolulu  
DOH  
Department of the Attorney General

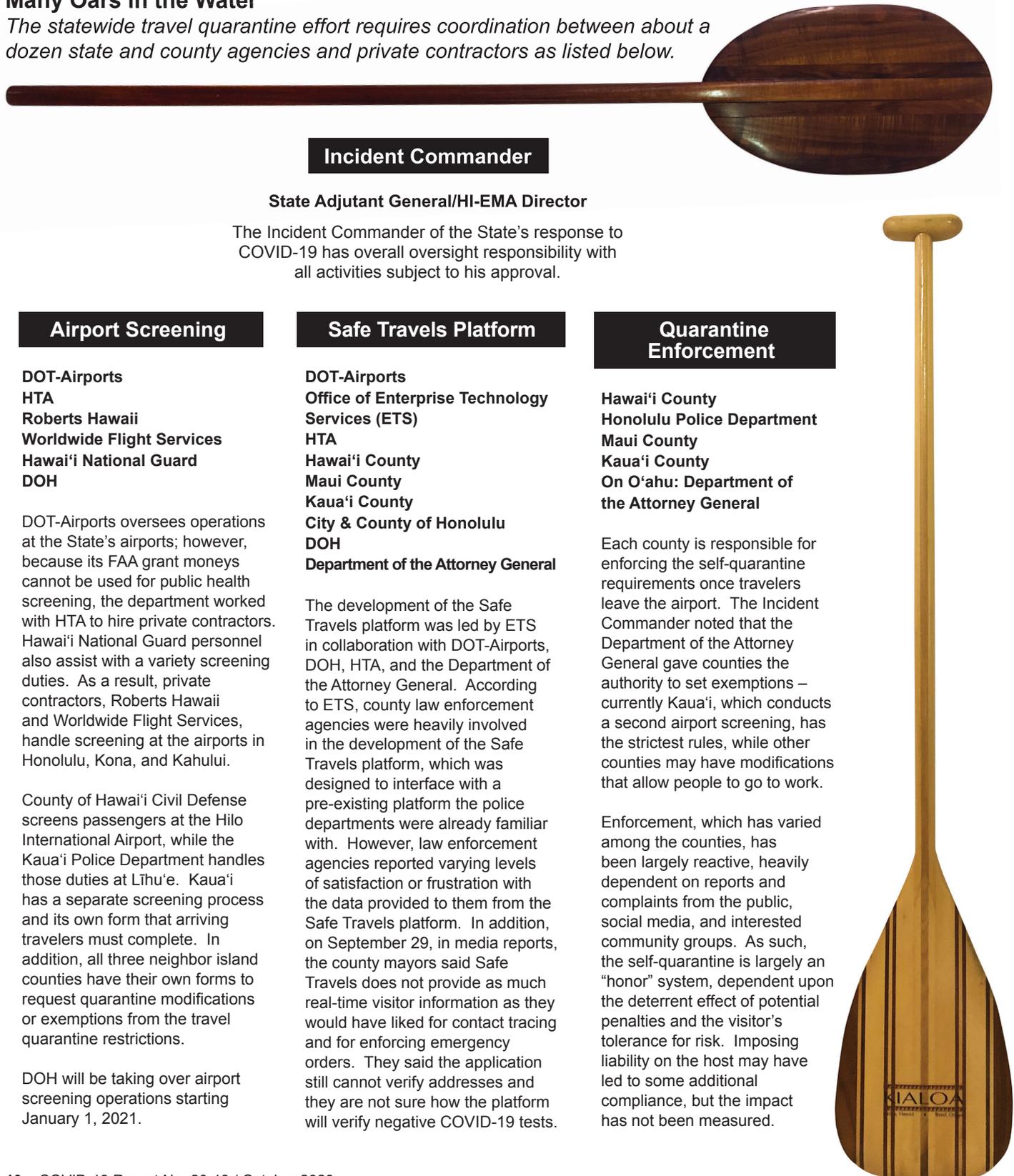
The development of the Safe Travels platform was led by ETS in collaboration with DOT-Airports, DOH, HTA, and the Department of the Attorney General. According to ETS, county law enforcement agencies were heavily involved in the development of the Safe Travels platform, which was designed to interface with a pre-existing platform the police departments were already familiar with. However, law enforcement agencies reported varying levels of satisfaction or frustration with the data provided to them from the Safe Travels platform. In addition, on September 29, in media reports, the county mayors said Safe Travels does not provide as much real-time visitor information as they would have liked for contact tracing and for enforcing emergency orders. They said the application still cannot verify addresses and they are not sure how the platform will verify negative COVID-19 tests.

#### Quarantine Enforcement

Hawai'i County  
Honolulu Police Department  
Maui County  
Kaua'i County  
On O'ahu: Department of the Attorney General

Each county is responsible for enforcing the self-quarantine requirements once travelers leave the airport. The Incident Commander noted that the Department of the Attorney General gave counties the authority to set exemptions – currently Kaua'i, which conducts a second airport screening, has the strictest rules, while other counties may have modifications that allow people to go to work.

Enforcement, which has varied among the counties, has been largely reactive, heavily dependent on reports and complaints from the public, social media, and interested community groups. As such, the self-quarantine is largely an "honor" system, dependent upon the deterrent effect of potential penalties and the visitor's tolerance for risk. Imposing liability on the host may have led to some additional compliance, but the impact has not been measured.



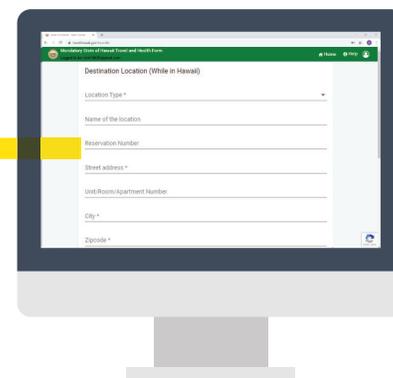
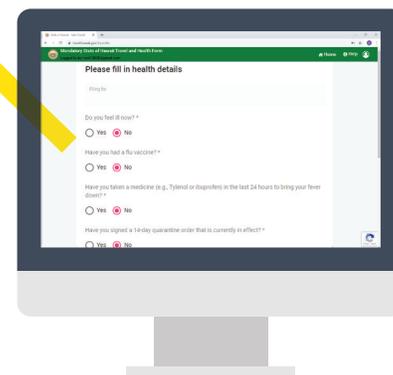
## Information collected during screening is inconsistently collected and communicated through the system

Since September 1, trans-Pacific and interisland travelers are required to complete the Mandatory State of Hawai'i Travel and Health Form (Travel and Health Form) through the web-based Safe Travels platform developed by Google under a contract with ETS. The Safe Travels platform replaces the paper Mandatory Travel Declaration, which travelers were required to complete in the presence of screeners. Initially, the State had used the State of Hawai'i Department of Agriculture, Plants and Animals Declaration form to collect traveler information for the self-quarantine program.

From our review, the Safe Travels platform is intended to allow for more efficient screening at the airports and give county police departments access to traveler information for quarantine enforcement purposes. There are two parts to the Travel and Health Form that must be completed by each traveler, except minor children. **The first section, which requires the traveler to provide trip-related information, can be completed at any time prior to arrival in Hawai'i, and includes, among other things (1) the traveler's first and last names; (2) a primary contact telephone number; (3) an email address; (4) the traveler's home address; (5) trip details; and (6) information about where the traveler will stay while in Hawai'i, including the name of the location, reservation number (if applicable), address, and telephone number. The form also requires travelers to indicate whether they are a visitor or returning resident.**

The second section of the Travel and Health Form **requires travelers to answer certain health-related questions, including (1) whether the traveler feels ill; (2) whether the traveler has had a flu vaccine; and (3) whether the traveler has taken medicine in the past 24 hours to reduce a fever. Travelers are not able to answer the health-related questions more than 24 hours in advance of their scheduled departure. We note that the form does not ask whether the traveler has tested positive for COVID-19 and the date of that test or whether the traveler has been in close contact with someone who is known to be infected and the date of that close contact. Those questions were part of earlier versions of the paper form travelers were required to complete. However, nobody was able to explain why those questions, which seem to provide important health information, were removed from the current form.**

The data from the Travel and Health Forms is under the custody of DOH because, according to DOH, it has systems in place to protect travelers' personal health information. DOH officials also said the information can help with contact tracing if a traveler is subsequently found to have been infected.

A screenshot of a web browser displaying the 'Destination Location (While in Hawaii)' form. The form includes fields for 'Location Type \*', 'Name of the location', 'Reservation Number', 'Street address \*', 'Unit/Room/Apartment Number', 'City \*', and 'Zipcode \*'. The browser's address bar shows 'destinationlocation.hawaii.gov'.A screenshot of a web browser displaying the 'Please fill in health details' form. The form includes questions with radio button options: 'Do you feel ill now? \*' (Yes/No), 'Have you had a flu vaccine? \*' (Yes/No), 'Have you taken a medicine (e.g., Tylenol or ibuprofen) in the last 24 hours to bring your fever down? \*' (Yes/No), and 'Have you signed a 14-day quarantine order that is currently in effect? \*' (Yes/No). The browser's address bar shows 'destinationlocation.hawaii.gov'.

ILLUSTRATIONS: ISTOCK.COM;  
FORM: STATE OF HAWAII

ETS provided us with a list of individuals with access to the traveler-related data from the form, a list that includes members of the Hawai'i National Guard, the Department of the Attorney General, some of whom are part of the department's Investigations Division; DOH; and DOT as well as HI-EMA, HTA, the Sheriff Division of the Department of Public Safety, and the counties. The majority of people with access to the traveler data are employees of Roberts Hawaii and Worldwide Flight Services, which are the companies contracted by DOT-Airports to screen the arriving travelers at some of the State's airports, including the Daniel K. Inouye International Airport.

During our meeting, the ETS Administrator provided a demonstration of the Safe Travels platform – logging into the platform, inputting information on the Travel and Health Form, and showing us the “Hawai'i Safe Travels Dashboard” that includes a number of charts and tables from which data can be downloaded to Excel spreadsheets. However, according to the ETS Administrator, only authorized users can access the dashboard. During the very limited demonstration, the data compiled on quarantine location and contact information – critical for compliance checks and enforcement – was depicted on the dashboard and appeared to be user-friendly, searchable, and sortable. We also were shown different charts and tables that included other traveler-related information. For example, one table provided travelers' contact information and identified travelers who had not responded to their daily check-in text message or email. That data is compiled in a chart that graphically compares the total number of travelers who have responded to the daily check-ins with those who have not. The chart did not appear to include personal data or other information from which someone's identity could be ascertained. We asked why parts of the dashboard were not accessible by the public. The ETS Administrator said the Department of the Attorney General had determined which fields need to be accessible by certain users and what information must be shielded.

In prior reports, we expressed our concerns about the lack of transparency into the State's response to the current pandemic, specifically about DOH's contact tracing and the Department of Education's policies and procedures when there is a positive case on a school campus. We repeat those concerns about the parts of the dashboard that seemingly would provide clearer, more consistent, and up-to-date information to the public about arriving travelers and their compliance with the self-quarantine. Without that type of transparency, the State will likely struggle to build and maintain public trust and confidence in the effectiveness of the travel self-quarantine program, especially as the number of arriving travelers increases with the pre-travel testing program. We strongly suggest there is great urgency to provide as much public information as reasonably possible, as soon as possible.

## Exhibit 2

# Traveling to Hawai'i

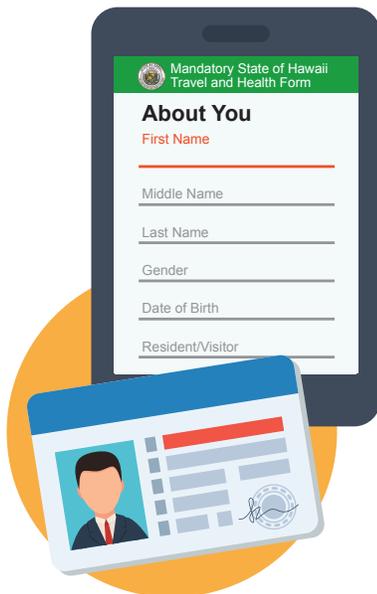
We reviewed DOT-Airports' policies and procedures related to the State's mandatory COVID-19 Health Screening Process and Travel Self-Quarantine from the time travelers arrive at the airport until their departure from the airport's baggage claim. The Acting Airports Administrator noted that processes and procedures for screening travelers continue to evolve and the most current information is available on the DOT-Airports website: <https://hidot.hawaii.gov/airports/covid-19>.



**1** The multi-layered screening process for Hawai'i-bound travelers can start as soon as the flights are booked. Travelers are encouraged to register on the Safe Travels platform and enter their information and trip details well in advance of their flights. **Health information must be entered 24 hours before departure, which will generate a QR code needed for screening upon arrival at a Hawai'i airport.**



**2** Travelers deplaning in Hawai'i **pass through the airport's thermal screening equipment** for a temperature check. Travelers registering fevers 100.4 or above will be pulled aside for further evaluation and offered a COVID-19 test; all others will continue the screening process.



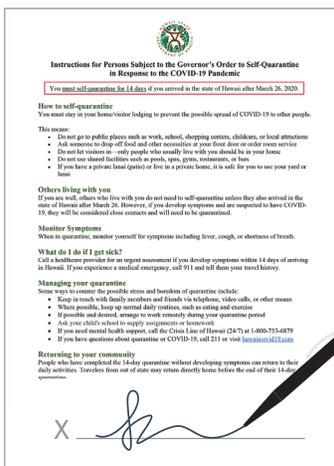
**3** Airport screeners will scan the Safe Travels QR code and **verify the information on the traveler's Mandatory State of Hawaii Travel and Health Form**: identification, contact information, flight details, home addresses for returning residents, and lodging reservations for those who do not live in Hawai'i. Anyone who did not fill the form out in advance will have to do so at the airport, either on a personal phone or a DOT-Airports iPad. ➡

ILLUSTRATIONS: ISTOCK.COM; FORM: STATE OF HAWAII'



4 Screeners also verify that travelers claiming exemptions from the self-quarantine have a **confirmation email from covidexemption@hawaii.gov**, select an exemption category (e.g., Cybersecurity & Infrastructure Security Agency (CISA), military, federal government, student, negative COVID-19 test, or other) and add comments, if any.

5 Passengers who do not have exemptions **must initial and sign a copy of the Order for Self-Quarantine**. Once signed, screeners inform travelers that they will be receiving daily emails from the Department of Health to check on their quarantine status and that failure to respond will violate the self-quarantine order.



6 Once travelers have left the airport, they must **head straight to their self-identified quarantine location and monitor themselves for symptoms daily**. While in self-quarantine, individuals are not allowed to leave for food or other supplies and may not receive visitors.



ILLUSTRATIONS: ISTOCK.COM; FORM: STATE OF HAWAII

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## **Arriving traveler information, highly dependent on travelers' candor, still involves inefficient manual processes**

With the development of the Safe Travels platform, the process of screening arriving trans-Pacific travelers can begin before the traveler arrives in Hawai'i. Instructions on the DOT-Airports website encourage travelers to register on the Safe Travels platform and enter their information and trip details well in advance of their flights. As described above, travelers are required to complete the Travel and Health Form through the Safe Travels platform, which includes health information that can be inputted no more than 24 hours before departure. Travelers are asked a number of health questions, such as whether they feel ill. Travelers who answer "yes" to certain questions are "red flagged" by the platform and, upon arrival, are directed to secondary screening by medical personnel. Once a traveler completes the Travel and Health Form, declaring under the penalty of law that the provided information is true and correct, the Safe Travels platform generates a "QR code" that airport screeners will use to verify the traveler's self-reported information.

As passengers deplane, their temperatures are checked using thermal screening equipment. We visited the Daniel K. Inouye International Airport during the last week of September and observed uniformed members of the Hawai'i National Guard monitoring the thermal screening equipment and were told they direct arriving travelers registering temperatures of 100.4 °F or above to an area for further evaluation by medical personnel. According to the DOT-Airports' screening procedure, travelers with elevated temperatures are offered a COVID-19 test, which the traveler can refuse and still be allowed to continue through the screening process.

Travelers who have not completed the Travel and Health Form prior to arrival in Hawai'i are directed to a seating area to complete the digital form using their smart phones or other computer devices. DOT-Airports provides iPads for travelers who do not have or are unable to use a smartphone or other computer device. Travelers receive a QR code once they complete the Travel and Health Form and proceed to the line for processing.

At the Daniel K. Inouye International Airport, rows of terminal seating have been rearranged to cordon areas and direct arriving travelers through the airport concourse to the screening area. According to the Acting Airports Administrator, screening areas have been created in three concourses.

At the screening stations in Concourse C, we observed three queues, one for military personnel, another for travelers with approved exemptions from the quarantine requirement, such as essential workers, and a third for all non-exempt travelers. We counted 15 screening stations for non-exempt travelers, which were folding tables, each manned by a single screener. We were told the screeners were from Roberts Hawaii, one of the companies contracted to do the screening.

The process we observed, which was generally consistent with the written procedures the Acting Airports Administrator had provided us, included screeners scanning the QR code that each traveler received through the Safe Travels platform. However, we did observe flight crew walk through an empty queue designated for military personnel and through the exemption queue without going through a scanning process. When asked for an explanation, DOT-Airports staff said those airline crew were proceeding to another gate to work another flight and were not leaving the airport. When asked how screeners can differentiate between airline crew who are leaving the airport and crew that are transferring to another flight, DOT-Airports staff responded that the transferring crew have standard work schedules and the screeners have come to recognize those crew members and their flight schedules.

For those with an exemption from the quarantine, screeners verify that the traveler has received a confirmation email from [covidexemption@hawaii.gov](mailto:covidexemption@hawaii.gov) and select the corresponding exemption category (e.g., Cybersecurity & Infrastructure Security Agency (CISA), military, federal government, student, negative COVID-19 test, or other). Travelers who participate in the pre-travel testing program starting October 15 are exempt from the quarantine requirement and will be screened through the queue with the current exemptions.

For the non-exempt travelers, we observed the scanners verifying travelers' picture identification with information travelers had inputted on the Travel and Health Form, calling hotels and the owners of private residences to verify lodging arrangements, advising travelers about the quarantine and the need to perform daily check-ins through the Safe Travels platform, and witnessing while travelers sign and attest the Order for Self-Quarantine.<sup>2</sup>

We asked a number of interviewees why the screeners do not ask health-specific questions, even though travelers were required to answer these questions on the Travel and Health Form prior to their departure. Travelers' health conditions can change from when they submitted the Travel and Health Form 24 hours before their departure to when they

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<sup>2</sup> The State's Order for Self-Quarantine is a formal, written document that must be signed and initialed by an incoming traveler, and provides documentation that the person has been informed of, and agrees to abide by, the self-quarantine conditions.

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arrive in Hawai‘i. For instance, a traveler may start feeling ill or may take medicine to reduce a fever after completing the health questions. Affirmative answers to either question on the Travel and Health Form trigger a secondary screening upon arrival to Hawai‘i. Some told us that screeners are not “medically trained” to ask those questions, and the Lieutenant Governor said the number of people reporting symptoms would be low, and some travelers may not be truthful in responding.

The Acting Airports Administrator estimates the time an arriving traveler will wait in the queue for processing to be between 15 and 60 minutes, depending on the number of flights that arrive around the same time. Our visit to the Daniel K. Inouye International Airport corresponded with the arrival of three trans-Pacific flights within a 30-minute period, with a total of 185 arriving travelers. Most of the arriving travelers were processed in less than 50 minutes, with the screening processing taking from about 90 seconds to almost seven minutes per traveler.

We did not visit airports other than the Daniel K. Inouye International Airport and, therefore, cannot confirm whether the screening process for trans-Pacific arrivals at other airports is consistent with that in Honolulu. We were told that screening of interisland arriving travelers is the responsibility of the counties; however, DOT-Airports’ contractor handles screening of trans-Pacific arrivals at the Kona and Kahului airports. We understand County of Hawai‘i Civil Defense screens all arriving passengers at the Hilo International Airport.

## **Kaua‘i does its own thing**

We were told that DOT-Airports is currently not screening trans-Pacific arrivals on Kaua‘i and that screening of all arrivals at Līhu‘e Airport is done by the Kaua‘i Police Department. When the contracted screeners were at Līhu‘e Airport, according to the Kaua‘i Police Department, its officers conducted a second screening of incoming trans-Pacific arrivals immediately outside of the baggage claim. The County of Kaua‘i also has required and continues to require both trans-Pacific and interisland arriving travelers to complete the Kaua‘i Arrival Form, which includes information that is identical to that provided on the Travel and Health Form. When we asked why Kaua‘i County had developed its own travel form, we were told that the Kaua‘i Police Department did not have sufficient confidence in the accuracy of the State’s data which was delayed by two to four days. The data inaccuracies described by the Kaua‘i Police Department were likely caused by sloppy handwriting and errors in data entry by contracted screeners, which, according to the ETS Administrator, have been addressed with the implementation of the Safe Travels platform.

## **Quarantine Exemptions**

**ARRIVING TRAVELERS** are not subject to self-quarantine if they are:

- an employee of the United States Government in Hawai‘i for official business;
- a federal critical infrastructure sector worker;
- exempt for compassionate or medical reasons as approved by the Department of the Attorney General;
- exempt pursuant to separate order by the State of Hawai‘i, Department of Defense, Director of Emergency Management; or
- starting October 15, able to provide written confirmation of a negative COVID-19 test administered within 72 hours of departure.

## From Hard Copies to Hi-Tech

**PRIOR TO INTRODUCTION** of the digital Travel and Health Form, the travel self-quarantine program involved the use of multiple versions of printed forms developed, in part, to monitor the travel self-quarantine. DOT-Airports initially used the State of Hawai'i Department of Agriculture, Plants and Animals Declaration form to collect traveler information. To more appropriately tailor the process to the State's needs, DOT-Airports created a Mandatory Travel Declaration Form which, along with the Order for Self-Quarantine, required travelers to designate one location for quarantine and to affirm they understood and agreed to comply with the quarantine restrictions. The travel form was revised several times. Completed forms were scanned by HTA personnel before the information could be made available to health and law enforcement officials, which counties told us could take a day or more.

When the travel quarantine mandate went into effect, HTA was also tasked with setting up a call center to contact travelers during their quarantine periods. HTA set up its call center in March

to contact arriving visitors subject to the Order for Self-Quarantine, and in April, was asked to expand the call center to include arriving residents as well. Administrative staff from the Department of Transportation supported this expanded duty by managing and conducting calls to arriving residents. On August 21, HTA was asked to resume this task.

Call center workers from the Hawai'i Visitors and Convention Bureau and HTA followed up to verify travelers were in quarantine. The call center supported three functions: (1) hotel confirmation; (2) visitor follow-up calls; and (3) end of quarantine calls. When call center workers were unable to reach someone after three attempts, they alerted law enforcement.

According to HTA, the call center was shut down on September 14. Once the new Safe Travels platform began sending text messages and emails to visitors for follow-up, the call center was no longer needed.

The Acting Airports Administrator noted that processes and procedures for screening travelers will continue to evolve, especially as the number of travelers increases. And, starting January 1, the responsibility for screening arriving travelers at Hawai'i's airports will transfer to DOH. However, when we spoke with the Acting Airports Administrator in mid-September, he had not discussed that transition of responsibilities with DOH in any detail. And, as reported above, when we spoke to the Incident Commander, he had just become aware that DOH will assume the screening responsibilities at the airports. With the transition less than three months away, DOH should be actively planning for the transition, directly involved in changes to the screening procedures that, as the Acting Airports Administrator said, are evolving, and considering improvements to the process to protect the health of arriving travelers, screeners and others at the airports, and more generally, the public.

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## **Despite digital platform, information verified manually**

Based on the observations from our visit to the Daniel K. Inouye International Airport, we found the screening process involves a number of manual, relatively inefficient steps. The ETS Administrator told us that the Safe Travels platform confirms travelers' telephone numbers and email addresses by sending a code requiring travelers' verification. However, screeners are still required to verify each traveler's identity using a government-issued identification against the information the traveler inputted on the Travel and Health Form; screeners must place telephone calls to hotels to confirm reservations and to owners of private residences to confirm that the traveler will be staying at the stated location; and travelers must sign the quarantine order in front of the screener. We asked the ETS Administrator whether the Safe Travels platform could verify some of the information using data from other sources, for example, airlines' lists of ticketed passengers or flight manifests, hotels' reservations, and county real property tax records, reducing or even eliminating much of the work that screeners are currently having to do. He said yes, but that there is an associated cost to develop additional capability which he felt outweighed the benefit of expediting the screening process. However, given that these decisions involve public health concerns and considerations, we do not know who is responsible for deciding whether the cost of system improvements outweighs the benefits and whether that person is aware of the options.

## **Compliance and enforcement have been left to the counties, which are heavily reliant on the honor system or tips from community members and hotel staff**

Once travelers leave the airport, the responsibility to enforce the Order for Self-Quarantine (i.e., the 14-day quarantine requirement) falls primarily to the individual counties, each of which has developed its own policies and procedures. The counties' approaches to enforcing the quarantine vary widely – from O'ahu, where the Honolulu Police Department does little to ensure recent travelers remain in their quarantine locations – to Kaua'i, where its police department, with support from Hawai'i National Guard troops, conducts unannounced in-person checks of visitors and returning residents to its island. But, all of the counties rely heavily – in some cases, almost exclusively – on tips from the public, including groups like the Hawai'i Quarantine Kapu Breakers.

Before September 1, HTA scanned the paper Mandatory Travel Declaration form and provided the county police departments with traveler data that included the traveler's name, date of arrival, designated quarantine location, and a contact telephone number, among other things. However, with arriving trans-Pacific travelers now required to complete the Travel and Health Form through the Safe Travels platform, HTA is no longer involved in providing traveler information to the county police departments.

### **A rocky transition**

According to the ETS Administrator, county police departments have access to that same information through the Safe Travels platform and ETS had provided training to the counties before September 1. However, the county police departments uniformly expressed frustration to us about the transition to Safe Travels, with many saying their respective departments have been without information about travelers subject to the quarantine on their island since the transition to the Safe Travels platform.

We spoke with representatives from the Honolulu Police Department, the Hawai'i Police Department, the Maui Police Department, and the Kaua'i Police Department during the week of September 14. The Honolulu Police Department Assistant Chief said his department did not have access to any information for the first week after the transition to the Safe Travels platform. According to a Hawai'i Police Department Major, the Safe Travels platform has complicated things, reporting to us that his department had not been provided a link to access the

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traveler data when he last checked the week prior. A Maui Police Department Sergeant, who is leading the quarantine enforcement on Maui, told us that he and his officers had not been trained on the use of the Safe Travels platform and therefore had not been able to make any compliance checks since the Safe Travels platform rollout. And, the Kaua‘i Police Department Assistant Chief said some in his department had received training on the Safe Travels platform, but his officers were not using the platform.

The media reported in late September that the county mayors would like Safe Travels to provide more real-time visitor information for contact tracing and for enforcing emergency orders, noting that Safe Travels cannot verify addresses and they do not know how it will verify negative COVID-19 tests.

While there seems to be a disconnect between ETS and the counties, we were not able to determine if it was caused by miscommunication, functionality issues with the Safe Travels platform, or other factors, but these tools are only as useful as law enforcement’s ability to access and use them. And, as previously mentioned, Kaua‘i opts to use its own travel form out of concern about the accuracy of the State’s data, and the two to four day delay in receiving the information – issues the ETS director says Safe Travels has resolved.

### **Safe Travels’ automated compliance check-ins provide minimal assurance that visitors and returning residents are in their designated quarantine locations**

Safe Travels replaced HTA’s 100-person call center with automated text messages and emails sent every morning at 7 a.m., asking quarantined individuals to “check-in” through the Safe Travels platform. During those check-ins, travelers are asked health questions, such as if they have a fever, difficulty breathing, or chills.

Starting October 15, the ETS Administrator said the Safe Travels platform will include “text bots” and “voice bots,” which are automated text messages and telephone calls. The quarantined individuals will be able to answer the daily check-in questions through texts or return calls. If a traveler does not check in by noon, they will get a text message asking if they want to answer the check-in questions by text. Travelers who do not have smartphones will be asked to call a number and register their daily check-in by talking to a voice bot.

According to the ETS Chief Information Officer, Safe Travels contacts by telephone or text message 100 percent of those subject to quarantine, compared to the 10 percent that the call center reached. He noted that

## **The Transportation Gap**

**CURRENTLY**, how an arriving traveler reaches his/her final destination hasn’t been discussed. None of the counties dictate ground transportation, and while travelers subject to the State’s 14-day self-quarantine restriction are prohibited from renting motor vehicles, they are able to commute to their quarantine location via ride share, taxi, private vehicle, hotel courtesy van, or even public transportation. Covering a relatively small but critical window of time, we did not find any compliance or enforcement efforts specifically directed to ensure that travelers subject to quarantine go directly from the airport to their quarantine location.

## Host Restrictions and Responsibilities

**BUSINESSES**, including hotels, and individuals hosting an arriving traveler are responsible for ensuring their guest's compliance with the self-quarantine requirement. Under the Governor's Ninth Supplementary Proclamation Relating to the COVID-19 Emergency, it is the host's duty to ascertain the guest's period of self-quarantine, to determine whether or not the guest remains confined to the designated quarantine location throughout the period of self-quarantine, and to immediately notify law enforcement when guests fail to enter or remain in place.

The Hawai'i Lodging & Tourism Association, with approval from the Department of Health, issued COVID-19 Health, Safety & Security Standards to hotels in July, advising them to develop action plans and safety protocols. The proposed safeguards for arriving guests include issuing single-use room keys to those who cannot provide evidence of an exemption at check-in and informing guests that law enforcement will be notified if they violate quarantine by leaving their rooms before a negative result arrives or 14 days elapse. According to the Incident Commander, most hotels are using single-use keys voluntarily, but it is not required. "More safety measures will be put in the next proclamation," he said. "Hotels are pushing back as far as having staff assigned to specifically monitor the guests."

it had cost the State \$450,000 per month to operate the call center. Another advantage of Safe Travels is the ease with which data can be compiled and shared. For instance, as of mid-September, the Safe Travels dashboard listed 14,890 in quarantine, about 1,965 were "missing" (missed a check-in), and 1,320 never checked in at all. These and other metrics are updated daily.

However, as thorough and cost efficient as it may be, Safe Travels check-ins are still just telephone calls, text messages, and emails, which can be answered from any location, doing little to verify that travelers are indeed self-quarantining. According to ETS' Chief Information Officer, tracking the location of the person's phone and comparing it to the designated quarantine site is a possible functionality of the platform, but not one ETS is currently working on.

We do believe that the daily check-ins may provide some level of reminder about the requirement to self-quarantine. There have been reports about other types of monitoring options, such as tracking devices, however, it is beyond the scope of this review to offer any assessment or recommendation regarding a more effective means to monitor compliance with the quarantine requirement.

We summarize below our discussions with the Department of the Attorney General, Investigations Division's Chief Special Agent, and county police department personnel about their respective department's approach to enforcing the self-quarantine requirement for visitors and returning residents in their county. We found that, generally, the primary purpose – and in most cases, the only purpose – of work performed by the Investigations Division and the county police departments, with the exception of the Kaua'i Police Department, was to investigate reported quarantine violators for the purpose of gathering sufficient evidence to support prosecution or other legal action. From our discussion, it is clear those law enforcement agencies likely do not have sufficient personnel to effectively monitor compliance by each person subject to the quarantine requirement in addition to performing their regular law enforcement duties.

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## **Compliance checks have been left to the counties, resulting in varying degrees of monitoring, largely reactive and dependent on outside tipsters**



### **Office of the Attorney General (O‘ahu)**

On O‘ahu, the Department of the Attorney General’s Investigations Division has had a visible, albeit limited, role in enforcing the travel self-quarantine.

The Chief Special Agent of the Investigations Division told us that when the need for increased enforcement on O‘ahu became apparent, his division initiated an operation to (1) respond to reports of travel self-quarantine violations, and (2) affirmatively perform compliance checks on those subject to quarantine restrictions.

According to the Chief Special Agent, his division received case referrals from the HTA call center, the Honolulu Police Department, emails and calls directed to the Attorney General, and direct phone calls. In addition, a number of referrals came from the Hawai‘i Quarantine Kapu Breakers, a volunteer group with a reported support base of over 6,500 people across the state on the lookout for quarantine violators.

He told us that teams of special agents also conducted compliance checks of persons under quarantine at hotels, short-term vacation rentals, and residences. The agents knocked on doors, identified themselves, and informed the person that they were doing a quarantine check.

As of September 8, the Investigations Division had made 38 arrests for travel quarantine violations (the Chief Special Agent said that they do not issue citations to violators) and conducted more than 500 compliance checks.



### **Honolulu Police Department**

The Chief of Police wrote to us on September 4 that the Honolulu Police Department does not have written policies or procedures relating to its role in enforcing the 14-day quarantine required under the travel self-quarantine program. According to the Chief, an officer is dispatched to investigate complaints about alleged quarantine violators the department receives via 911 and the COVID-19 Enforcement hotline, or by email.

We spoke to an Assistant Chief on September 16, who confirmed the Chief’s description of the department’s enforcement of the 14-day self-quarantine requirement for visitors and returning residents. According to the Assistant Chief, the Honolulu Police Department has not conducted telephone or in-person compliance checks. He said the

department has not discussed nor has it been asked to conduct in-person quarantine compliance checks.

On August 8, the Honolulu Police Department set up a COVID-19 Command Center, staffed by 5 to 6 officers reassigned from its Community Affairs Division, to relieve 911 operators from non-emergency COVID-19 calls. Since August, the COVID-19 Command Center has been receiving an average of 117 calls and 22 emails per month regarding quarantine violations.

As of September 6, Honolulu police had issued 6 warnings and 12 citations, and made 8 arrests relating to COVID-19 travel self-quarantine violations.



### **Maui Police Department**

The Maui Police Department's Criminal Intelligence Unit has been assigned to enforce the county's COVID-19 enforcement since mid-April. A Sergeant with the Criminal Intelligence Unit, who is leading the department's quarantine enforcement, told us that Maui police officers were assisting the Maui Visitors and Convention Bureau in making initial, follow-up, and end of quarantine telephone calls to visitors. According to the Sergeant, the call center received numerous tips from the community regarding quarantine breakers, which the quarantine enforcement team investigated. He also said the hotels on Maui are taking the quarantine restrictions very seriously, calling three or four times each week to report violators or to ask questions. The department also set up an email address specifically for residents to report quarantine breakers.

The Sergeant said his officers make 25 to 30 random in-person compliance checks daily. He estimates that 90 percent of the visitors to Maui are contacted or checked on during their quarantine.

However, the Sergeant reported that he had yet to receive any training on the Safe Travels platform and, when we spoke to him on September 14, said they had been unable to conduct checks since September 1. The Sergeant also reported that visitors have been calling or emailing the call center complaining that they were having trouble checking in through the Safe Travels platform.

Since mid-April, he reported that the Maui Police Department had arrested more than 100 people for quarantine violations. In addition, there have been 100 cases where the offender volunteered to leave Maui in lieu of arrest.



### **Hawai'i Police Department (County of Hawai'i)**

On September 14, we interviewed a Hawai'i Police Department Major about the department's approach to enforcing the travel quarantine. He said calls regarding quarantine violations are either routed through the Hawai'i County Civil Defense hotline or come directly to the department.

Prior to Safe Travels going live, the responding officer would first contact police dispatch to confirm the suspected violator was on the quarantine list maintained by Hawai'i County Civil Defense, which prior to Safe Travels was populated with data from HTA. Officers would then go to the address, exercise due diligence, and document their findings.

The Major stated that the database being maintained by Hawai'i County Civil Defense would be phased out since the data is supposed to be available through Safe Travels. However, as of the time of our interview, Hawai'i Police Department had not yet been provided with a link to the online platform, requiring officers to contact Hawai'i County Civil Defense, which was not available to provide the information 24/7.

Hawai'i Police Department does not do any in-person compliance checks of persons under quarantine. According to the Major, the department lacks the resources to do those types of checks. The department had requested assistance with in-person checks from the Hawai'i National Guard, but the request was denied. The Hawai'i County Civil Defense's call center is making some follow-up telephone calls to travelers as well as conducting contact tracing. Prior to the Safe Travels platform, these calls were made by HTA.

Hawai'i Police Department reported that, for the month of August 2020, 12 citations and 5 arrests were made for travel quarantine violations.



### **Kaua'i Police Department**

On September 16, we interviewed the Assistant Chief of the Kaua'i Police Department, who felt that Kaua'i County almost immediately took an aggressive approach to quarantine compliance as compared to the other counties. According to the Assistant Chief, Kaua'i's Mayor wanted the department to take any steps necessary to prevent COVID-19 from entering the county, and quarantine enforcement as well as airport screening became the county's responsibility. Early on in the process, Kaua'i County developed its own procedures and forms for quarantined visitors, independent from forms and systems developed

by the State. The Kaua'i Police Department received \$2.7 million in CARES Act funds and thus far, has spent \$900,000 on overtime since the pandemic began.

Kaua'i Police Department also requested and has received assistance from the Hawai'i National Guard to enforce the travel quarantine. The department has established COVID-19 "strike teams" that, with assistance from members of the Hawai'i National Guard, conduct approximately 300 in-person compliance checks daily. If a traveler is not at the designated quarantine location at the time of the visit, Kaua'i police will initiate a criminal investigation that may result in either a criminal citation or arrest.

The Kaua'i Police Department also follows up on reports of quarantine violations from the hotels and the Kaua'i Visitors Bureau, which until early September had been operating a telephone bank for compliance checks.

As of mid-September, the Kaua'i Police Department had issued 48 citations and made 50 arrests for quarantine violations.



## As final preparations for opening the state to tourism take shape, we found little planning and preparation for how increased visitor counts will impact the self-quarantine program

In late June, the Governor announced plans to reopen Hawai'i to tourists by allowing trans-Pacific travelers to avoid the 14-day quarantine if they show proof of a negative test result upon arrival. The re-opening plan had a start date of August 1. In mid-July, as the daily number of infections increased, the Governor pushed back the pre-travel testing exemption to September 1 and, in mid-August, again delayed the reopening date to October 1, at the earliest. However, by mid-September, the Governor was saying that the 14-day mandatory quarantine for arriving travelers would likely remain in place after October 1.

The State is now preparing to launch its pre-travel testing program on October 15. While pre-testing program details continue to evolve, effective October 15, travelers arriving in Hawai'i from out-of-state will have the option to get a valid polymerase chain reaction (PCR) test for COVID-19 prior to their arrival to avoid quarantine. As more specifically described in the Governor's Thirteenth Supplementary Proclamation, persons entering the state are exempt from the mandatory quarantine if, upon entry into the state, they provide written confirmation from a "State approved COVID-19 testing facility" of a negative test result within 72 hours from the final leg of the travelers' departure. Without evidence of a negative test, travelers arriving from out-of-state will be subject to the 14-day quarantine.

### Trans-Pacific Transmission Interrupted

Travel-related COVID-19 positive cases significantly decreased after the 14-day self-quarantine order went into effect on March 26.

Risk	Month of Disease** Onset									Grand Total
	February	March	April	May	June	July	August	September	October	
Community	2	136	145	30	281	1,388	6,065	3,028	557	11,632
Travel	2	245	12	9	28	103	108	56	13	576
Travel-associated contact	2	52	11	0	9	25	33	22	1	155
Pending/Unknown	1	6	8	0	16	79	534	237	294	1,175
Grand Total	7	439	176	39	334	1,595	6,740	3,343	865	13,538

\* Illnesses that began in the past 10 days may not yet have been reported; Includes all cases diagnosed in the state (non-residents and residents)

\*\* Based on symptom onset date or test collection date

Source: Hawaii Data Collaborative

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## Quarantine Breaker?

*The pre-test exemption may make existing travel quarantine restrictions challenging to enforce.*

**STARTING OCTOBER 15**, Hawai'i will begin allowing visitors and returning residents to avoid the 14-day quarantine if they test negative for COVID-19 within 72 hours before departure. However, pre-travel testing is not required for all trans-Pacific arrivals. And, based on media reports, the cost of a State-approved test can be relatively costly – up to \$250 for United Airlines' rapid test.

While none of the officials who we interviewed could say if they expected the number of arriving travelers subject to the quarantine requirement to increase, decrease, or remain constant after October 15, they uniformly agreed that some visitors and returning residents will travel to Hawai'i without a negative COVID-19 test. Those arriving travelers will be required to self-quarantine for 14 days.

State and county law enforcement agencies have relied heavily on the public, including groups

such as the Hawai'i Quarantine Kapu Breakers with its over 6,500 members, to provide tips about visitors and residents who are violating the 14-day mandatory quarantine. However, with pre-testing, the public will be unable to readily distinguish between travelers who are exempt from the quarantine requirement and those who must self-quarantine. That reality may effectively limit – perhaps even eliminate – what has arguably been the most valuable source of information to enforce the quarantine, especially on O'ahu where the Honolulu Police Department only responds to complaints about suspected travel self-quarantine violators.

The State and the counties must consider – and should make public – how they intend to enforce the travel self-quarantine after October 15, which may allow the public to continue being a valuable resource in limiting the spread of COVID-19.

## Trusted partners announced

At a news conference on October 7, 2020, the Governor offered more details about the pre-travel testing program and announced 12 “trusted testing partners,” which include CVS Health, Walgreens, and Kaiser Permanente (for members only). Hawaiian Airlines, Southwest Airlines, and United Airlines were also included in the list of trusted testing partners. Those airlines previously announced COVID-19 testing options for Hawai'i-bound travelers in anticipation of the pre-travel testing program. United Airlines has said it will offer a rapid test at the airport for passengers traveling from San Francisco to Hawai'i at a cost of \$250. Hawaiian Airlines will be offering drive-thru testing near Los Angeles and San Francisco airports with costs ranging from \$90 (to receive results within 36 hours) to \$150 (for mail-in saliva tests or same day drive-thru results). Alaska Airlines has announced plans for rapid testing pop-up clinics along the West Coast; the test will cost \$135 and results will be available within two hours.<sup>3</sup>

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<sup>3</sup> American Airlines, which is not identified as one of the State's trusted testing partners, also has announced three pre-travel testing options: an at-home test for \$129 that offers results within 48 hours on average, in-person testing at CareNow Urgent Care locations, and onsite rapid testing at the Dallas-Fort Worth International Airport.

## Counties request an opt-out option

However, as of our report, the pre-travel testing program continues to evolve. On October 5, 2020, it was reported the Governor was allowing the counties to “opt out” of the State’s pre-travel testing program, meaning arriving trans-Pacific travelers to those counties will continue to be subject to the 14-day mandatory quarantine. Kaua‘i and Hawai‘i Island mayors requested approval by the Governor of a second COVID-19 test of trans-Pacific travelers arriving on their islands. This additional test would be administered days after arrival. Until those travelers tested negative for COVID-19 a second time, they would have to quarantine. Citing a concern about the lack of available COVID-19 tests, the Governor denied those requests.

However, on October 10, the Governor tentatively approved Hawai‘i County’s proposal to require arriving trans-Pacific travelers to Hawai‘i Island who participated in the State’s pre-travel testing program to take a second test at the airport. Hawai‘i County’s Mayor is reported saying that he expects the requirement to last through the end of the year and hopes to eventually have a three-test system for trans-Pacific arrivals.

Then, on October 12, with less than 72 hours before the pre-travel testing program starts, media reported the Governor had given verbal approval to the counties to perform a second test for trans-Pacific arrivals. The Incident Commander confirmed that the Governor is delegating the authority to require post-arrival supplemental testing to the counties, saying, “They will be responsible to pay for any supplemental test and any operationalization – so the state will not have anything to do with post-arrival testing.” However, as of the issuance of this report, it is unclear how the counties intend to implement post-arrival testing, which for travelers to O‘ahu will not happen until the City and County is able to increase its testing capacity. The situation continues to be fluid. We expect the Governor to issue another proclamation that will clarify the State’s delegation to the counties and the counties to provide details about the post-arrival testing each will require.

The Lieutenant Governor, who is leading the pre-travel testing program, has said he believes a second negative test is unnecessary, calling demands for more protocols “fear based.” According to the Lieutenant Governor, roughly 1 in 1,000 incoming travelers will be infected with the coronavirus even after testing negative for COVID-19. Based on his estimate of 5,000 to 8,000 travelers per day during the early stages of the program, the State should expect approximately 5 to 8 travelers each day will be asymptomatic and still positive for COVID-19. The Lieutenant Governor said that the State is positioned to handle the potential increase in cases – from its contact tracing and testing capabilities to its health care facilities.

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## Surveillance testing in the works?

The Lieutenant Governor also announced the State intends to do “surveillance testing.” That plan involves testing about 10 percent of travelers with negative pre-travel test results a second time four days after arrival to “reassure ourselves that we’re not seeing any kind of strange surge with travel.” However, details of the planned surveillance testing are unclear and it appears they are still being developed. During the Governor’s news conference on October 7, the Lieutenant Governor said arriving travelers would volunteer to be tested a second time and suggested offering gift cards to those who participate in the surveillance testing. But, when asked how the State will pay for the tests and those gift cards, the Lieutenant Governor provided no specifics, simply saying that the State has sufficient moneys.

While we again recognize the tremendous efforts by state and county officials to re-open Hawai‘i to visitors, we are compelled to note that the State appears to be announcing a program – an important program to protect the health of the community – before specifics have been developed and key players apprised. As we have reported throughout, better coordination is needed when it comes to rolling out new programs and better planning when it comes to the State’s overall approach to minimizing the risk of a surge in travel-related infections.

## Thinking Inside the Box?

Currently, airport “processing centers” consist of folding tables, rows of terminal seating used to cordon off designated areas, stanchions, and plenty of tape on the terminal floor to guide the flow of traffic. However, screeners will soon have more permanent facilities in which to screen visitors and returning residents under the State’s Safe Travels program. According to DOT-Airports planners, by the end of 2020, the State will have 19 processing facilities in airports across the islands: Honolulu (7), Kona (4), Hilo (3), Kahului (3), and Līhu‘e (2). Fourteen of these facilities will feature “exterior panels” of some sort, which range from the lean-to canopies at Kona’s outdoor terminals to Honolulu’s fully enclosed, air-conditioned breezeway buildings. The facilities are being built by Maui-based Castaway Construction & Restoration LLC (Castaway) at a cost of \$6.9 million. Completion date is scheduled for December 28, 2020.

The three Honolulu structures are by far the largest and most complex in the system. Located on the breezeways connecting the airport’s main terminal to Gates C, E, and G, the stand-alone structures will house as many as 26 socially-distanced stations that will be able to process a queue of 120 passengers. The structures, which will sit between the breezeways’ concrete middle pillars and outer railings, will not be open

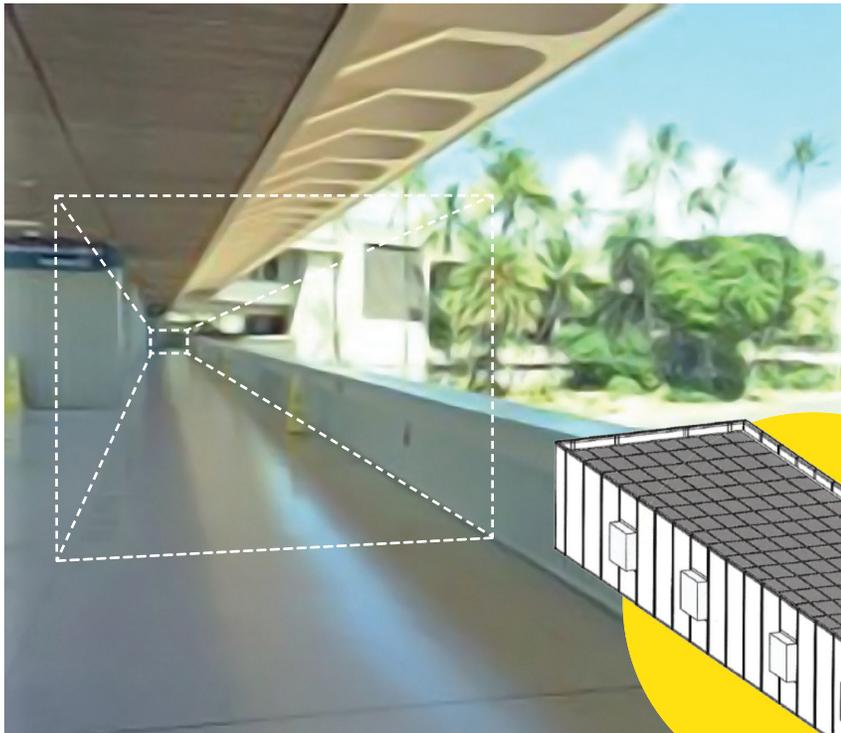


Photo of Concourse C in the Daniel K. Inouye International Airport where the proposed indoor screening processing facility is to be constructed by Castaway to handle a queue of 120 passengers. The facility will be constructed between the concrete middle pillar on the left and the concrete railing on the right.

Rendering of the proposed indoor screening processing facility to be constructed by Castaway Construction & Restoration LLC.

Photo: Office of the Auditor. Rendering: DOT-Airports.

to outside air. Instead, they will feature insulated walls, four wall-mounted air-conditioners, and “special disinfecting lights.”

Wide open with strong and steady air flow, the aptly named breezeways appear to be optimal locations to process and screen arriving passengers for COVID-19, so sealing the areas off from outside appears to negate these natural advantages. However, the Acting Airports Administrator explained that the structures were necessary because airport staff and passengers need to be protected from the elements. We asked about the risks associated with enclosed spaces and extended wait times in line, but he assured us that the department had consulted with medical professionals on the safety of the screening facilities.

### **A Beginning and an End: Department of Health to take over airport screening program as federal funding expires**

CARES Act funding has been paying for much of the screening and the Safe Travels platform, and it will run out at year-end. When we inquired with officials about plans after January 1, we were not given any detailed answers. Given the uncertain nature of the pandemic, funding, and response, a longer-range, comprehensive plan is needed. Yet as of our interviews in mid-September, it appears that no such plan yet existed.

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For example, DOH is to take over trans-Pacific screening at the airports, and plans are in place for construction of “processing facilities” at the airports by the end of the year. We were told by DOH’s Deputy Director that DOH will be assuming administration of the existing contracts to provide screening personnel. Yet, such general assurances are not themselves evidence of a concrete, detailed, workable transition plan, and we were unable to determine whether there is such a plan. As we reported, the Acting Airport Administrator said he had not spoken to DOH in any detail about the transition and the Incident Commander had learned DOH would be assuming responsibility for the screening only the day before. Without a clear transition plan, one that includes input from DOT-Airports and the Incident Commander, the transition to DOH of screening and other functions on January 1 threatens to be chaotic at best.

With the two programs having different purposes (travel self-quarantine program to deter people from traveling to Hawai‘i and the pre-travel testing program to encourage travelers) and the likely increase in the number of arriving travelers, DOH’s role to effectively contact trace (and maybe investigative trace) will likely be much larger and more important. And, that responsibility may last well beyond the travel self-quarantine program.



## Conclusion and Recommendations

We acknowledge that these are unprecedented times and the State had little time to implement a quarantine program to minimize the risk that arriving travelers would transmit the coronavirus that causes COVID-19 to island residents. And, if the travel self-quarantine program was intended to deter people from traveling to Hawai'i, the number of travelers to the state dropped almost immediately. It also would be unfair to dismiss the efforts of state and county employees who worked to stand-up and then improve the travel self-quarantine program. We observed and report herein a number of the changes and improvements to the travel quarantine since it was mandated on March 26, including the development of the web-based Safe Travels platform to collect traveler information, replacing the paper form that was being manually scanned.

However, we found the travel self-quarantine program primarily relies on travelers' voluntary compliance with the quarantine requirement. Notwithstanding the efforts of multiple agencies, the program, in its current form, does little to – and cannot – ensure visitors and returning residents quarantine for 14 days after their arrival. The few arrests that have been reported, locally and nationally, serve more to show that people are violating the quarantine, not the effectiveness of the enforcement of the Order for Self-Quarantine.

More than six months since its implementation, we expected more of the program's "kinks" to have been worked out; we expected better communication and coordination between state agencies that are responsible for different aspects of the program and between state and county agencies; and we expected there to be a defined organizational structure to effectively and efficiently manage every piece of the process, starting from screening at the airports to enforcement of the quarantine requirement, especially with the expected increase in arriving travelers once the State's pre-travel testing program starts on October 15. Instead, we observed a relatively labor-intensive process that requires screeners to telephone hotels to confirm each reservation; we were told by county law enforcement agencies about the lack of training on the new Safe Travels platform and their inability to access traveler information needed for enforcement; we discovered inconsistent, county-specific approaches by agencies charged with enforcing the quarantine, which on O'ahu is limited primarily to responding to complaints about potential violators.

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And, most troubling, we were unable to identify any person who was dedicated to oversight of the travel self-quarantine program and knew about each aspect. Instead, we discovered each state and county agency is generally operating in its own “silo,” independent from each other: ETS created the Safe Travels platform; the Acting Airports Administrator is responsible for the screening at the airports; and the police departments on Hawai‘i Island, Maui, and Kaua‘i are responsible for enforcing the quarantine. While the Incident Commander may have overall authority over many of the State’s programs to address the current pandemic, he does not have – nor should he be required to have – a sufficiently detailed understanding of how every agency has implemented its respective part of the travel self-quarantine and any associated issues.

We also found a concerning lack of planning – both for the near-term as well as long-range. For instance, DOT-Airports, which currently is responsible for screening arriving trans-Pacific passengers, will transfer that responsibility to DOH starting January 1, less than three months from today. Yet, the Incident Commander, who is overseeing many of the State’s responses to the pandemic, told us that he had learned about that transfer of responsibilities only the day before we spoke with him in the third week of September and had no information about how DOH intended to perform the screening. The Acting Airports Administrator likewise was unaware of how DOH intended to assume the screening responsibilities, telling us that he had not spoken to the DOH about the transition of the screening operations. Yet, DOH’s Deputy Director, who is the Acting Airport Administrator’s point-of-contact, told us that she had been discussing the transition with the Acting Airports Administrator well-before we interviewed him.

And, none of the people who we interviewed were able to tell us how the travel self-quarantine program will be funded after the end of the year, which includes the contracts with Roberts Hawaii and Worldwide Flight Services to screen arriving trans-Pacific travelers at some of the State’s airports, including the Daniel K. Inouye International Airport, as well as the counties’ costs to enforce the quarantine. Those expenses currently are paid with moneys the State received through the CARES Act, which must be spent by December 30, 2020.

The pre-travel testing exemption to the self-quarantine requirement is intended to significantly increase visitor arrivals. But the travel self-quarantine program is not going away. With many more visitors and returning residents exempt from quarantine, it will be much more difficult to rely on community members and tips to catch quarantine breakers. Yet, we observed very little, if any, consideration of how the travel self-quarantine program will evolve. We were not provided with different approaches under consideration for enforcing the mandatory

quarantine for those travelers who do not participate in the pre-travel testing program. And, when we asked whether some of the suggestions below had been considered, we were told by more than one person “that’s a good idea.”

Certainly, the state and county employees who have been involved in their respective agency’s part in the travel self-quarantine program have ideas to make the process more effective and efficient. While we asked for their suggestions, their input needs to be solicited by those who are involved in and responsible for controlling the spread of the virus by arriving travelers.

The pre-travel testing program, quarantine, and efforts to limit the internal spread of COVID-19, are important layers that should work together to help keep Hawaii residents safe.

We must continue to be diligent. There is very little margin for error.

## Recommendations

As we report, we were unable to identify any person who had the day-to-day operational responsibility over the travel self-quarantine program. Instead, we found decisions involving the program, generally, were made by state and county agencies, independent of each other and often without consideration of the larger, overall picture. That apparent delegation of authority to agencies to develop their own processes to support their responsibilities relating to the travel self-quarantine program has created inefficiencies and other concerns that likely have – and, if unaddressed, will continue to – hurt the effectiveness of the program. However, it has also made it difficult for us to determine the agency that should address the concerns that we identified. For that reason, we are addressing most of the recommendations below to the Governor “and/or other state agencies.”

1. We recommend the Governor appoint one person to oversee and have responsibility for all aspects of the State’s policies and programs relating to trans-Pacific and interisland travel, including the travel self-quarantine and the pre-travel testing programs. That person should be dedicated to overseeing all aspects of those policies and programs, including the counties’ enforcement of the self-quarantine requirement for those travelers who do not provide proof of negative tests as required by the pre-travel testing program, and should have the authority to require compliance with instructions.

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While the Incident Commander has overall responsibility for many aspects of the State’s COVID-19 response, he does not have a sufficiently detailed understanding – nor should he given his other duties – of each part of the travel self-quarantine program. We found no individual currently has that operation-level knowledge, resulting in agencies operating in their own “silos.” The lack of coordinated oversight likely has caused or contributed to, among other things, poor communication; different approaches to enforcement by each county; Hawai‘i National Guard personnel being deployed to assist Kaua‘i Police Department’s enforcement and a similar request by Hawai‘i County Police Department being denied; redundant screening of arriving travelers at the Līhu‘e Airport; county police departments’ frustration with the Safe Travels platform and inability to access traveler information; and an unclear plan to transition responsibilities from DOT-Airports to DOH in less than three months. We suggest that those issues could be prevented or addressed much sooner if raised to a person designated by the Governor who is dedicated to oversight and is responsible for all aspects of State’s policies and programs relating to trans-Pacific and interisland travel.

2. We recommend the Governor, his appointee, and/or other state agencies provide up-to-date information about the travel self-quarantine program to the public, such as, but not limited to, the number of individuals who are subject to the Order for Self-Quarantine on each island, the number of individuals who have not completed the daily check-in process through the Safe Travels platform, and other such non-identifiable data. As we report, that type of information is currently available to authorized users through the dashboard created by ETS. And, as the number of trans-Pacific travelers increases, we recommend additional information be provided to the public about those arrivals to foster confidence in the efficacy of the travel self-quarantine and pre-travel testing programs. Similar to public concerns about the lack of transparency surrounding the State’s contact tracing, we strongly encourage creating a process to make up-to-date information about visitors and returning residents, including data regarding those who participate in the pre-travel testing program, publicly accessible.
3. We recommend the Governor, his appointee, and/or other state agencies consider enhancements to the Safe Travels platform that will automate more processes that currently are performed manually, reducing the time required to process arriving travelers. The Acting Airports Administrator estimated that each arriving traveler on a trans-Pacific flight is screened in an average of 15 minutes, but can take up to an hour. Presumably, as the number of trans-Pacific arrivals increases, so will the amount of time travelers

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**That apparent delegation of authority to agencies to develop their own processes to support their responsibilities relating to the travel self-quarantine program has created inefficiencies and other concerns that likely have – and, if unaddressed, will continue to – hurt the effectiveness of the program.**

must wait in queues. He identified the process to verify hotel reservations, which requires the screener to telephone the hotel, as time consuming. However, when we asked the ETS Administrator about enhancements to the Safe Travels platform that could expedite the processing, he said it is possible but did not think the benefit justified the cost.

Because of the public health concerns about large numbers of people in closed spaces, we suggest that the cost of enhancements should be weighed by the Governor and/or the person appointed to oversee the State's travel policies.

Among other things, we suggest the Department of the Attorney General consult with the FAA, the Transportation Security Administration (TSA), the U.S. Department of Justice, or other relevant agency as to whether there is a viable way to obtain traveler information from the airlines for the limited purpose of verifying travelers' identities before arrival in Hawai'i, which may eliminate the need for airport scanners to compare information inputted on the Safe Travels platform with travelers' identification documents. Both the airlines and the TSA require travelers to present identification before boarding. While the FAA may restrict dissemination of flight manifests, we suggest the Department of the Attorney General also consider whether airlines can be compelled to provide the names of ticketed passengers (as opposed to the manifest that identifies the actual passengers).

We suggest the State consider requiring hotels to provide a daily list of incoming guests and enhance the Safe Travels platform to automate the verification of travelers' hotel reservations, eliminating the current process of screeners telephoning hotels to confirm reservations. Even without enhancements, such information can allow screeners to manually confirm hotel reservations before travelers arrive in Hawai'i by comparing the information inputted by travelers with hotels' lists of arriving guests. We similarly suggest the State explore enhancing the Safe Travels platform to identify vacation rentals and other impermissible locations travelers designate as their places of quarantine as well as to confirm residential addresses and property owners' names using county real property tax information, time-consuming manual processes that screeners currently must perform.

4. We recommend the Governor, his appointee, and/or other state agencies develop a detailed written plan to guide the transition of the airport screening responsibilities from DOT-Airports to DOH. That plan should include DOH's plan for managing the existing contracts with Roberts Hawaii and Worldwide Flight Services,

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such as the personnel who will be responsible for the day-to-day oversight and the more general administration as well as the source of funding to support all of the responsibilities to be assumed by DOH, including equipment and other costs associated with the processing centers currently being constructed at the Daniel K. Inouye International Airport and other airports. If DOH intends to hire staff to oversee the screening operations, the plan should provide details as to the number of people and when DOH intends to hire those staff. We also were told that Hawai‘i National Guard personnel will not provide support at the airports after the end of the year. The plan should describe how DOH intends to perform the duties currently assigned to the Hawai‘i National Guard personnel.

5. We recommend the Governor, his appointee, and/or other state agencies provide a detailed funding plan for all aspects of the State’s programs relating to trans-Pacific and interisland travel, including surveillance testing, starting January 1. The vast majority of the costs associated with the travel self-quarantine program – from the contracts with Roberts Hawaii and Worldwide Flight Services for airport screeners to the construction of the processing centers to the development of the Safe Travels platform to the enforcement of the quarantine requirement – are funded using moneys the State and counties received under the CARES Act. Those funds will be spent before year end. Yet, the people who we interviewed did not know how the State or counties will pay for program-related costs starting in January.
6. We recommend the Governor, his appointee, and/or other state agencies document and publicly disseminate the State’s procedures to enforce (and assist the counties in enforcing) the self-quarantine requirement for travelers who do not obtain a negative pre-travel test. To be clear, we are not suggesting disclosure of the techniques law enforcement agencies are using to investigate quarantine violators for purposes of criminal prosecution; rather, the State should have a plan to minimize the risk that arriving travelers subject to the Order for Self-Quarantine can “blend” into those arrivals who have received a negative pre-travel test and violate their quarantine. That plan should be publicly announced.

The people we interviewed had no answer when asked if they anticipated the numbers of arriving travelers required to self-quarantine will increase, decrease, or remain relatively constant after October 15; but, they agreed that it will be difficult to distinguish arriving travelers that received a negative pre-travel test from those who did not, which may significantly erode the efficacy of the travel self-quarantine program and limit the public’s ability to identify and report suspected quarantine violators.

7. We recommend the Governor, his appointee, and/or other state agencies consider requiring the visitor industry to assume a larger role to monitor compliance with self-quarantine requirements. HTA's Chief Administrative Officer said the authority's former President and Chief Executive Officer had mentioned "certifying" hotels, but the Chief Administrative Officer had no additional details about that proposal. Assuming legal issues can be satisfactorily resolved, we suggest the State consider limiting the hotel choices for trans-Pacific arrivals to those that agree to implement measures and procedures intended to ensure that guests remain in their place of quarantine. Those hotels would be "certified" to accept guests who are subject to the Order for Self-Quarantine. Measures and procedures might entail, for example, posting hotel staff or security at lobby elevators to confirm guests using the elevators are not required to be in quarantine; hosting guests in "quarantined guests only" designated towers or floors; posting hotel staff or security on floors designated only for quarantining guests; requiring hotel staff or security to operate elevators to those floors designated for travel quarantine; issuing single-use electronic room keys; conducting periodic guest checks, in-person or through the hotel telephone.

As discussed above, with pre-travel testing, it will be difficult to distinguish between the arriving traveler who received a negative pre-travel test from those who did not. Requiring "certification" of hotels hosting guests who are subject to self-quarantine will provide an additional layer of enforcement.

8. We recommend ETS ensure that all counties have timely access to Safe Travels data and are trained to use all available functions. ETS should meet with each county, including county mayors and police department representatives, to understand any challenges they may be having with the Safe Travels platform, including their ability to use the data for their compliance checks and enforcement purposes.