



# King County

## 2021 Harborview Bond Capital Program Status Report

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December 2021



ILLUSTRATION IS A POINT IN TIME RENDERING PROVIDED FOR PLANNING PURPOSES

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## II. Executive Summary

On November 3<sup>rd</sup>, 2020 over 70 percent of King County voters approved Proposition 1 authorizing the County to sell \$1.74 billion in bonds to fund facility and infrastructure improvements at Harborview Medical Center. Since its passage, the staff team has worked diligently to establish the necessary organization and management structures needed to implement this complex capital program; one of the largest in King County's history. Because of the size and complexity of the bond funded facility improvements, it's critical to establish a strong organization to support the many phases of the bond program. Assembling the foundational elements of the bond program is expected to take 18-24 months. This report provides a status update on bond program planning for the period of July-December 2021 and outlines the work ahead. The next report is due June 30, 2022.

Harborview Medical Center is owned by King County, governed by the Harborview Board of Trustees, and managed under contract by the University of Washington. Harborview Medical Center has a unique mission statement that identifies and prioritizes services to the most vulnerable residents of King County. It is the only Level I Adult and Pediatric Trauma Center in Washington. It provides centers of emphasis and specialized comprehensive emergency services to a broad range of patients and throughout the region. The medical center is also the disaster preparedness and disaster control location for Seattle and King County.

For nearly 100 years Harborview provided medical services from its location atop Seattle's First Hill. It is distinctive in its consistent provision of care to King County residents regardless of their race, religion, ethnic origins, or ability to pay. As stewards of the campus facilities, King County regularly provides facility improvements and expansions through voter-approved financing, generally occurring every 15-20 years. The original center tower was constructed with bonds in 1930 and through the ensuing years, the voters continue to entrust King County with funding approvals on behalf of Harborview.

Over the past several years, King County and Harborview engaged in a strategic needs analysis to determine the facilities necessary to meet increasing demands from a growing population, as well as supporting best practices in hospital operations, medicine, and technology. King County Council [Motion 15183](#) called for the establishment of a planning group to identify hospital and community needs and make recommendations regarding a capital program. The resulting Harborview Leadership Group (HLG) was comprised of representatives from Harborview administration, the Board of Trustees, the University of Washington, labor partners, the First Hill Improvement Association, the mission population, the King County Council, and the Executive Office. The HLG provided a [report](#) making recommendations for health and safety improvements at Harborview Medical Center. The recommendations included building a new in-patient tower to increase critical care capacity and meet modern infection control standards as well as constructing new dedicated behavioral health facility to provide for the expansion of behavioral health services.

Since approval of the \$1.74 million bond funding, the Facilities Management Division has focused on establishing the structures and processes required to effectively implement the bond program. Foundational to that work has been identifying essential milestones for the first 24 months, informed by feedback from the work group and key stakeholders. Highlighted achievements since the June 2021 report include:

- Selecting project management firm;
- Hiring key County staff;
- Developing financial accounting reporting protocols;
- Deepening partnerships and collaborations;

- Developing King County’s Harborview Bond Program Office (HBPO) Equity and Facilities Community of Practice Team;
- Continuing Bond Oversight Committee (BPOC) meetings; and
- Coordinating with Harborview Strategic Planning Process.

This foundational work will continue in preparation for the multiple phases of design, construction, and occupancy.

### III. Background

#### Overview

Harborview Medical Center (HMC) is a 413-licensed bed hospital owned by King County and operated by University of Washington Medicine (UW Medicine) through a [Hospital Services Agreement](#) between King County and the University of Washington King County Code (KCC) 2.42 states:

King County maintains Harborview Medical Center as a county hospital, pursuant to state law, for the primary purpose of providing comprehensive health care to the restoration of health within the King County area.

HMC is a comprehensive regional health care facility dedicated to providing specialized care for a broad spectrum of patients, the control of illness, and the promotion and restoration of health. Harborview is one of the nation’s leading academic medical centers and is the only Level 1 Trauma Center for adults and children serving a four-state region (Alaska, Idaho, Montana, and Washington). The hospital is overseen by a 13-member Board of Trustees appointed by the County Executive and confirmed by Motion by the King County Council. The medical center is also the disaster preparedness and disaster control location for Seattle and King County.

Harborview Medical Center has a unique mission statement that identifies and prioritizes services to certain populations, referred to as "the mission population". The HMC mission statement is included in the HMC Hospital Services Agreement (HSA) approved by the King County Council via Ordinance [18232](#). Please see Appendix A for the mission statement.

#### Historical Context

**Facility Needs and Harborview Leadership Group Recommendations:** Over time Harborview’s medical facilities have expanded and changed to meet the demands of a growing and diverse population, as well as advancements in the fields of patient care, research, medicine, and technology. King County has provided for such facility improvements and expansions through voter-approved financing, generally occurring every 15-20 years. The last bond measure approved by voters was in 1999.

Over the past several years, Harborview has consistently been operating at nearly 100 percent capacity with few options for meeting the increasing demand for care due to facility limitations. [Motion 15183](#) called for the establishment of a planning group to identify hospital and community needs and make recommendations regarding the capital program to the Harborview Board of Trustees, the King County Executive, and the King County Council. The resulting Harborview Leadership Group (HLG), comprised of representatives from HMC management, Board of Trustees, the University of Washington, labor partners, the First Hill Improvement

Association, the mission population served by HMC, the King County Council, and the Executive Office, conducted a 13-month assessment between December 2018 and January 2020 of Harborview’s facility needs.<sup>1</sup>

Supported by staff from HMC, UW Medicine, King County Council, and King County Executive, the HLG reviewed data and information provided by industry experts. The group hosted numerous community forums to gather public input. After conducting the assessment process, the HLG determined:

- A majority of the medical center’s facilities are aging and out of date in terms of modern medical best practice standards for infection control and privacy.
- Due to facility configuration, Harborview Medical Center often operates at 100 percent capacity, and critical surge capacity and emergency department capacity are limited.
- The majority of the medical center’s patient beds are in double patient rooms or multi patient wards. On average, 50 patient beds per day cannot be used due to modern infection control requirements for shared rooms.
- A new inpatient facility would increase single bed capacity and enable HMC to meet modern infection control and privacy standards. It would provide surge capacity for the hospital to effectively respond to a disaster or mass casualty event.

The table below summarizes the key elements of the HLG recommendations for capital improvements at Harborview to address the medical center’s facility needs.

<b>Harborview Facility Improvement Recommendations: Harborview Leadership Group 2020</b>	
<b>Component Name</b>	<b>Component Description</b>
New Tower	Increase bed capacity; expand/modify ED; meet privacy and infection control standards; disaster prep; plant infrastructure
New Behavioral Health Building	Existing behavioral health services/programs and Behavioral Health Institute services/programs
Existing Hospital Space Renovations	Expand ITA court; move/expand gamma knife; lab; Public Health TB, STD, MEO; nutrition, etc.
Harborview Hall	Seismic upgrades; improve/modify space; create space for up to 150 respite beds; (maintain enhanced homeless shelter in most appropriate location)
Center Tower	Seismic upgrades; improve and modify space for offices
Pioneer Square Clinic	Seismic and code improvements; improve and modify space for medical clinic/office space
East Clinic	Demolish East Clinic Building

Ultimately the HLG provided recommendations to the Harborview Board of Trustees, King County Executive and County Council on the size and scope of a potential bond measure.

**King County Proposition 1:** The King County Council, via Ordinance [19117](#), voted to place Proposition 1 on the November 2020 General Election ballot for consideration by King County voters. The measure sought voter approval of \$1.74 billion in general obligation bond funding over 20 years for health and safety improvements at Harborview Medical Center, including: increasing critical health care capacity; updating and expanding infection control capability; and expanding capacity for behavioral health services.

<sup>1</sup> Harborview Leadership Group website and report: [\[LINK\]](#)

On November 3, 2020, King County residents once again confirmed their commitment to public health and Harborview Medical Center through approval of Proposition 1. The largest bond in King County history was approved by over 70 percent of King County voters, another historic milestone.

**Bond Oversight Committee (BPOC):** The purpose of the BPOC is to advise the King County Executive, King County Council, and Harborview Board of Trustees on HMC construction related policy decisions related to the budget, schedule, design, communications, construction, and land use. The BPOC is comprised of representatives from:

- King County Council
- King County Executive
- Department of Executive Services
- Harborview Medical Center
- Harborview Board of Trustees
- University of Washington Medicine

During the start-up phase, which is estimated to be through 2022, it is expected that the Committee will meet quarterly. The Committee will receive monthly progress updates during this time as well. As the program moves into subsequent phases, such as pre-design and design, it is anticipated that BPOC may begin to meet more frequently.

**Bond Project Work Group:** Beginning shortly after passage of Proposition 1, a project team comprised of FMD and Executive Office staff developed initial bond program start-up tasks and key early milestones. A critical component of developing the early work is the convening of a staff work group, modeled on the successful HLG staff work group, to inform development of these early tasks and milestones.

The staff work group (“work group”) has grown since the first months after passage of Proposition 1 and is currently comprised of the following organizational representatives, with additional staff from King County, Harborview, UW Medicine, and subject matter experts as needed:

- Harborview Medical Center Facilities Director;
- Harborview Medical Center Chief Financial Officer;
- King County Bond Program Administrator;
- King County Council Initiatives Director;
- King County Executive Special Projects Director;
- Performance, Strategy, and Budget Supervisor;
- University of Washington Medicine Government Relations Director; and,
- King County Deputy Auditor

The group has two overarching purposes: 1) provide analytical support to 2020 HMC Bond Program and the Bond Program Oversight Committee, serving as subject matter experts as appropriate; and 2) ensure that the needs, priorities, and perspectives of the respective organizations are included in all aspects of the bond planning work. The group meets regularly to share data, conduct analyses, develop, and review materials. In addition to this standing work group, subject matter specific work groups are utilized to provide deeper analyses for certain topics such as parking, or land use issues.

## Report Methodology

The Department of Executive Services (DES) provides internal services to King County agencies and departments and public facing services directly to King County residents. The divisions and offices that make up DES include: Business Resource Center, Finance and Business Operations Division, Office of Emergency Management, Facilities Management Division, Fleet Services Division, Inquest Program, King

County International Airport-Boeing Field, Office of Risk Management Services, and Records and Licensing Services Division. The Facilities Management Division (FMD) oversees and maintains King County's real estate assets. The Harborview Bond Program Office (HBPO) is a unit within FMD.

This report was developed by the HBPO. The information contained in this report is generated from a variety of sources. The Project website can be accessed [here](#).

#### IV. Harborview Bond Program Activities July – December 2021

### 2020 Harborview Bond Program Phases



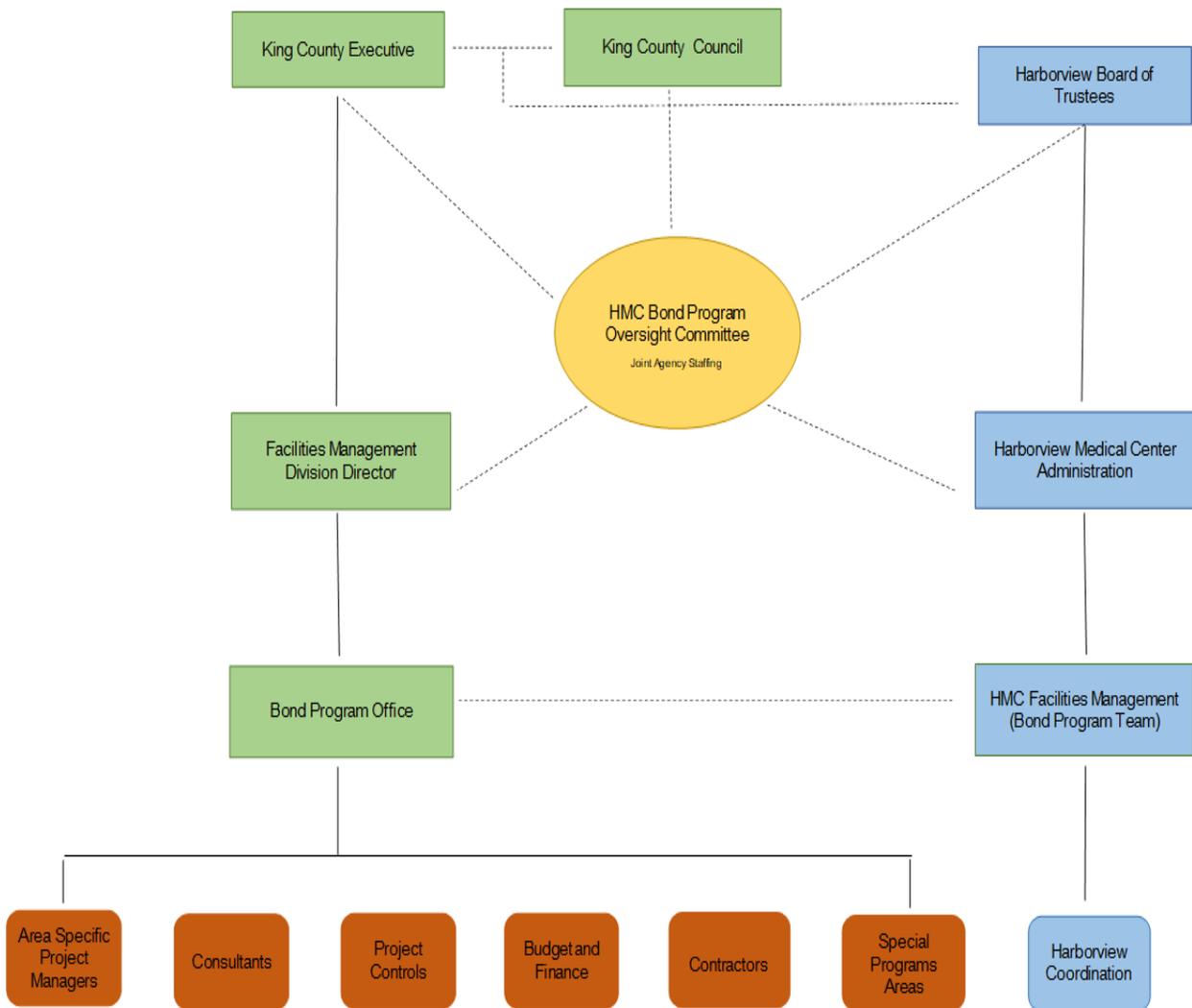
The HMC bond program has focused on foundational elements establishing the structures and processes needed to effectively implement the historic \$1.74 billion improvements at Harborview. Building on the actions described in the January – June 2021 report, the FMD team has concentrated on further developing and refining the essential milestones for the first 24 months, in partnership with Harborview and University of Washington. Actions identified “on the horizon” in the June report continue to be developed and/or executed.

The following are highlighted achievements of the reporting period:

- *Selection of Project Management Firm:* An extensive solicitation and evaluation process was held to select the overarching project management firm. [Vanir Construction Management](#) was selected, with several minority and women-owned businesses identified as subcontractors. As of the writing of this report, the contacting process with Vanir is underway. HMC staff collaborated on the development of the request for proposal (RFP) and selection of the firm. They are actively participating in the contracting process with the County.
- *HBPO Hiring:* Five key County staff have been hired since the last report to the Council: three project managers, one procurement specialist, and one human resources specialist. The selection of a communications specialist and a finance/business officer is underway at the time of the drafting of this report. The full complement of HBPO staff will be hired over time and is expected to include

additional project managers and an equity and social justice program manager. The staffing plan identifies opportunities for student interns to join the project team throughout the phases of design and construction. In addition, HMC will be bringing staff on to support its bond work in the coming months.

### Overarching HMC Bond Program Structure



- *Deepening Partnerships and Collaborations:* In addition to further engagement with entities outlined in the January – June 2021 report, HBPO staff met with additional internal and external stakeholders and groups, such as the City of Seattle’s Standing Advisory Committee for Harborview Medical Center, as well as land use, energy, and healthcare entities.
- *Developing an HBPO Equity and Facilities Community of Practice Team:* The Project Administrator began initial work on the development of a bond project equity and facilities community of practice team to center and enact pro-equity and anti-racist practices in all elements of HMC facilities development, from community engagement to ensuring facilities are welcoming and accessible to all.
- *Continuing Bond Oversight Committee (BPOC) meetings:* The BPOC met on November 8, 2021 where it reviewed and discussed its draft Charter and received a briefing from Harborview on the strategic planning work currently underway. Members identified potential issues of note for the Bond Team to track as work on the bond funded activities develops.
- *Coordinating with Harborview Strategic Planning Process:* Harborview administration and its Board of Trustees have embarked on a strategic operations planning process to address key questions relevant to bond planning. This work will continue over the next 12 months and inform the bond planning work. It will be coordinated through the Harborview Board of Trustees’ Strategic Planning Committee. Analytical areas include identifying:
  - Key clinical programs, associated initiatives, and projected volumes;
  - Vital partnerships required to deliver comprehensive care; and
  - Targeted volumes, mix, and capacity requirements.

## V. On the Horizon

The upcoming development of a phasing plan for the bond funded work will also include evaluation of site conditions, design and construction logistics, operational impacts, costs, risks, and regulatory requirements. Ultimately the phasing plan will lead to pre-design work and the subsequent phases of design and construction.

The next six months of activities include further progress on the following activities and milestones:

- On board project management consultant firm;
- Develop project delivery and sequencing options;
- Develop interim parking strategies;
- Create work plans for City of Seattle regulatory land use/major institutions master planning process;
- Conduct further outreach to small and minority owned businesses;
- Develop community engagement plans;
- Create a communications plan; and
- Assess green energy and sustainability options.

This work will be led by the HBPO team, in close collaboration with BPOC, the work group, and stakeholders. The June 2022 report will provide an update on the above items and other relevant actions.

## VI. Appendix A – Harborview Mission Statement

### **Harborview Medical Center Mission Statement**

*Harborview Medical Center is a comprehensive healthcare facility dedicated to the control of illness and the promotion and restoration of health. Its primary mission is to provide healthcare for the most vulnerable residents of King County; to provide and teach exemplary patient care; to provide care for a broad spectrum of patients from throughout the region; and to develop and maintain leading-edge centers of emphasis. As the only Level I Adult and Pediatric Trauma Center in Washington, Harborview Medical Center provides specialized, comprehensive emergency services to patients throughout the region and serves as the disaster preparedness and disaster control hospital for Seattle and King County.*

*The following groups of patients and programs will be given priority for care:*

- *Persons who are non-English speaking poor*
- *Persons who are uninsured or underinsured*
- *Persons who experience domestic violence*
- *Persons who experience sexual assault*
- *Persons incarcerated in King County's Jails*
- *Persons with mental illness, particularly those treated involuntarily*
- *Persons with substance abuse*
- *Persons with sexually transmitted diseases*
- *Persons who require specialized emergency care*
- *Persons who require trauma care*
- *Persons who require burn care*

*Harborview's patient care mission is accomplished by assuming and maintaining a strong leadership position in the Pacific Northwest and the local community. This leadership role is nurtured through the delivery of health services of the highest quality to all patients and through effective use of its resources as determined by the Harborview Board of Trustees.*

*Harborview, in cooperation with UW Medicine, plans and coordinates with Public Health Seattle and King County, other County agencies, community providers, and area hospitals, to provide programs and services.*

*Harborview fulfills its educational mission through commitment to the support of undergraduate, graduate, post-graduate, and continuing education programs of the health professions of the University of Washington and other educational institutions, as well as programs relating to patient education.*

*Harborview recognizes that the delivery of the highest quality of healthcare is enhanced by a strong commitment to teaching, community service and research.*