



King County

2020 Harborview Bond Capital Program Status Report

JUNE 2021



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I. Executive Summary

On November 3rd, 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 on the first six months of bond program planning and outlines the work ahead for the balance of 2021; the next report is due at the end of 2021.

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 growing 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 Neighborhood 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 billion 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. Some of the key achievements since November 2020 include:

- Creating a bond program management structure;
- Developing the bond program budget and staffing plans for Harborview and King County;
- Transmitting legislation to establish the bond fund and grant bond program budget authority and funding for the biennium;
- Developing request for proposals (RFPs) for project management services such as scheduling and sequencing;

- Establishing a bond program staff work group comprised of staff from Harborview, FMD, the Council University of Washington Medicine, the Executive, and others.
- Establishing bond program stakeholder groups; and,
- Convening the Bond Project Oversight Committee kick-off meeting.

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

II. Background

Overview: Harborview Medical Center

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.

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](#). It is shown below:

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.

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 Neighborhood 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.¹

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.

Harborview Facility Improvement Recommendations: Harborview Leadership Group 2020	
Component Name	Component Description
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 <u>in most appropriate location</u> ; 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; <u>maintain enhanced homeless shelter in most appropriate location</u>
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.

¹ Harborview Leadership Group website and report: [\[LINK\]](#)

King County Proposition 1

The King 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.

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.

Report Methodology

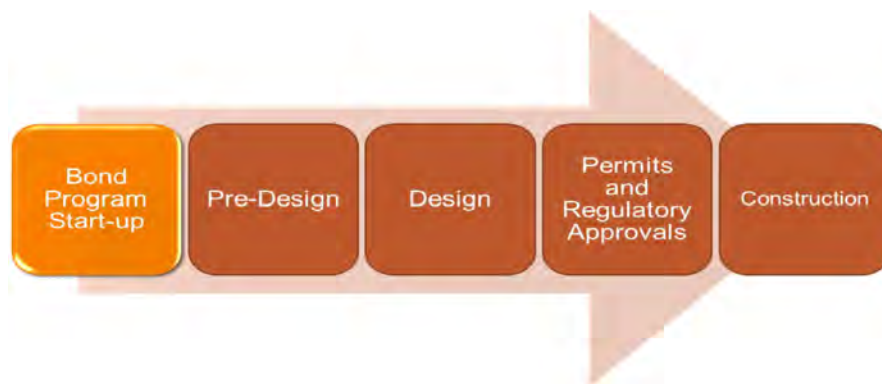
The Department of Executive Services (DES) provides internal services to King County agencies and departments and public facing services directly to King County residents. The divisions and offices that make up DES include: Business Resource Center, Finance and Business Operations Division, Office of 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 all King County's real estate assets. The HMC Bond Office is a unit within FMD.

This report was developed by Bond Project staff. The information contained in this report is generated from a variety of sources including HLG materials and information developed by Harborview Bond Program Office.

III. Harborview Bond Program Accomplishments November 2020 - June 2021

The seven months start-up phase after passage of Proposition 1 have focused on two key elements: establishing a realistic, clear, schedule for the first two years of the bond program and an developing an internal County structure to support the expected decade of capital work ahead. The following sections provide an overview of bond work accomplished to date.

2020 Harborview Bond Program Phases



Bond Project Work Group & Start Up Activities

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. Please see Appendix A for a summary of start-up 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 monthly 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. A labor stakeholder group has been developed and met twice.

Bond Program Start Up Activities - The primary work to date of the HMC bond program has been to establish the structures and processes to effectively implement King County’s historic \$1.74 billion improvements at Harborview. Foundational to that work has been identifying essential milestones for the first 24 months, informed by feedback from the work group. The following are some of the key achievements since November 2020 include:

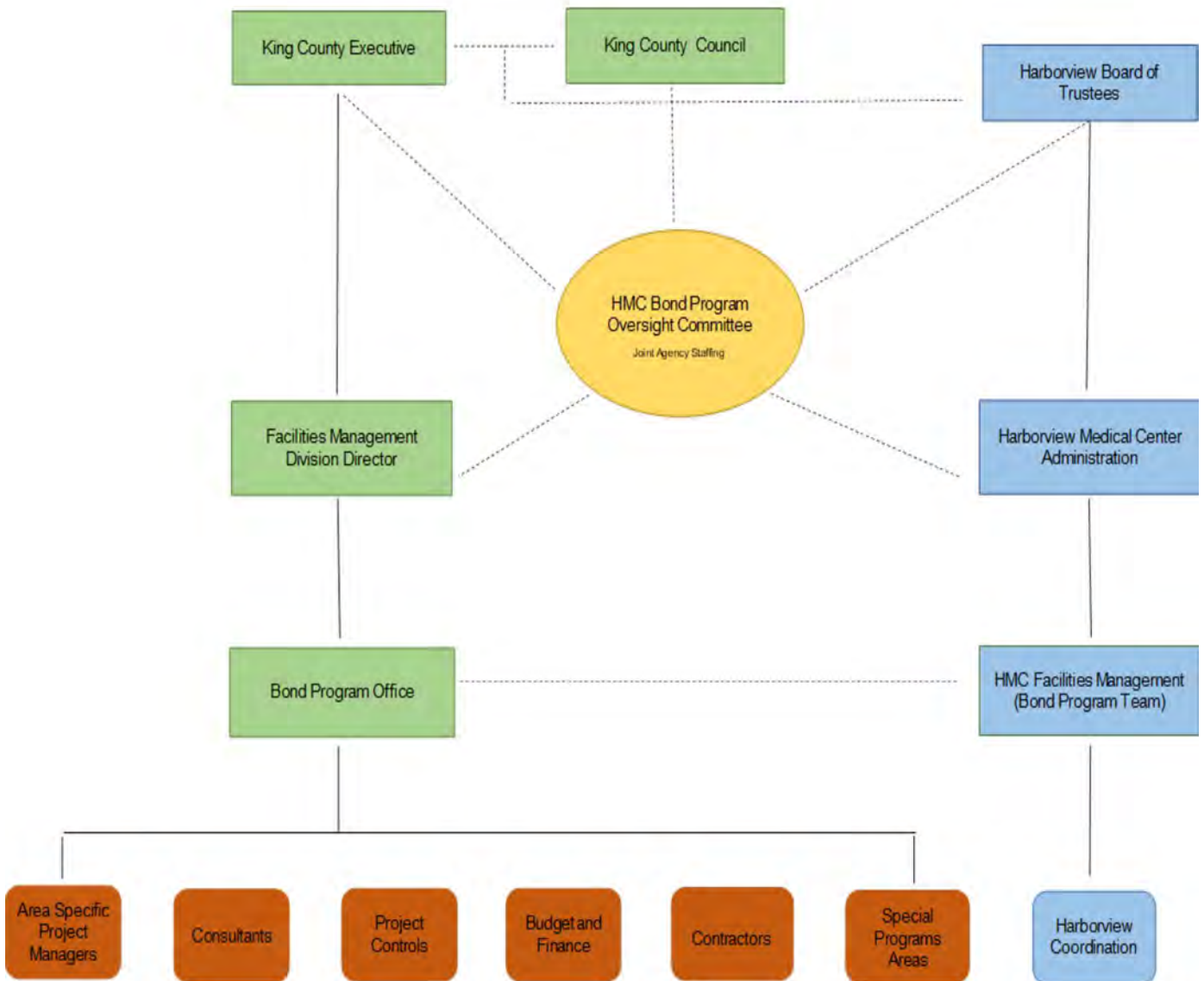
- Creating an overarching bond program management structure;
- Establish the Harborview Bond Project Office within FMD to administer the bond program;
- Developing bond program budget and staffing plans for Harborview and King County;
- Creating and transmitting legislation to establish the bond fund and provide bond program budget authority and funding for the biennium;
- Developing request for proposals (RFPs) for project management (specifically services for administration, scheduling, and sequencing);
- Establishing a project work group and stakeholder groups; and,
- Convening a Bond Project Oversight Committee kick off meeting.

Notable bond program highlights are outlined below.

- **Legislative and Budgeting Activities:** During the second quarter of 2021 the King County Executive proposed and the Council approved legislation establishing the HMC Bond Fund and budget for program start-up activities. Revenues backing the expenditures will flow through a series of bond sales over the life of the program. The first bond sale is expected during the fourth quarter of 2021.
- **Bond Oversight Committee (BPOC) Kick Off Meeting:** The purpose and scope of the committee are to recommend and 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 inaugural meeting of the BPOC was held on May 13, 2021. 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. See Appendix B for May 13 BPOC meeting agenda and materials.

- **Launch of King County's Bond Program Office:** The HMC Bond Program Office (HBPO) resides within the Facilities Management Division of the Department of Executive Services. A HBPO Administrator has been selected through a competitive hiring process. The HBPO Administrator manages program staff and resources, reporting directly to the County's Facilities Management Director. The HBPO includes King County staff and consultants. Consultants will provide additional technical and planning expertise, as well as providing quality assurance review at major milestones. Please see the diagram below which depicts the overarching structure of the Harborview bond work.



An overarching project management RFP was collaboratively developed by HBPO staff with integral review and input provided by council and HMC staff. The RFP was opened in May; it is expected that a consultant team will be on board by third quarter 2021.

The HBPO is in the process of hiring essential positions to support the bond program work, such as project managers and communication staff.

- Collaborating with Stakeholder Partners:** The engagement of numerous internal and external stakeholders is an integral part of the project management plan. In collaboration with the Executive Office, the University of Washington, Harborview, and others, the HBPO has been identifying partners and convening introductory meetings over the past several months. To date, work has included meeting with the King County offices of the Auditor, Prosecutor, Procurement, Finance,

and Risk Management; labor partners; 4Culture; and land use attorneys. Initial outreach to minority and women-owned businesses has also occurred.

IV. On the Horizon

The bond program’s robust workplan outlines the work ahead. The next six months of activities include the following notable activities and milestones.

- Create project management plan
- Select and on-board the project management consultants
- 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
- Assess green energy and sustainability options

This work will be led by the HBPO team, in close collaboration with work closely with BPOC, the work group, and stakeholders. The December 2021 report will provide an update on the above items and any other relevant actions.

V. Appendices

Appendix A	Overview of planning milestones for first two years
Appendix B	May 13, 2020 BPOC meeting materials

PROJECT START-UP TASKS		ESTIMATED TIMEFRAME		
		Dec. 2020 June 2021	July-Dec 2021	Jan-June 2022
	Developed an Initial Work Plan	★		
	Established the Oversight Committee	★		
	Established KC/HMC Joint Workshop	★		
	Developed Biennial Budget Plan	★		
	Confirmed Revenue / Cashflow Plan	★		
	Established Project Mgmt. Structure	★		
	Developed Staffing Plans & Initial Hirings	★		
	Began MIMP Analysis and Strategy	★		
	Conducted Outreach to Agency and Community Partners	★		
	Drafted Bond Fund Legislation	★		
	Council Approved Bond Legislation	★		
	Drafted Project Mgmt. Services RFP	★		
	Advertised Project Mgmt. Services RFP	★		
	Convened 1st Bond Oversight Committee	★		
	Project Mgmt. Services Selection		★	
	Continued Staff Hiring		★	★
	Interim Parking Strategy		★	★
	Project Delivery Methods		★	★
	Project Sequencing		★	★
	MIMP Strategy and Initial Work Plans		★	★
	Program Scope and Budget Analysis		★	★
	Project Management Plan		★	★
	Community Engagement Planning		★	★
	Community Workforce Agreement		★	★
	Energy & Sustainability Opportunities		★	★

HARBORVIEW BOND PROGRAM COMMITTEE

KICK OFF MEETING / MAY 13, 2021

AGENDA

- 4:00 pm Welcome, Introductions, and Meeting Goals
Leslie Harper-Miles, Harborview Bond Program Administrator
- 4:10 pm Opening Remarks
Anthony Wright, Facilities Management Division Director
Sommer Kleweno-Walley, Harborview CEO (interim)
Steffanie Fain, President Harborview Board of Trustees
- 4:20 pm Oversight Committee Purpose, Scope
Patrick Hamacher, Director of Council Initiatives, County Council
- 4:30 pm Overview of Harborview Bond Program and Timeline
Leslie Harper-Miles
Proposed Meeting Cadence
Kelli Carroll, Director of Special Projects, Office of the Executive
- 4:50 pm Discussion
Kelli Carroll
- 5:00 pm Adjourn

KICK OFF MEETING GOALS

- ❑ Establish the Oversight Committee's purpose and scope; and determine meeting cadence.
- ❑ Share an overview of the Harborview Bond Program and timelines.
- ❑ Share a status update on key bond program milestones.

OPENING REMARKS

- Anthony Wright, Director
King County Facilities Management
- Sommer Kleweno-Walley, Interim CEO
Harborview Medical Center
- Steffanie Fain, Board President
Harborview Board of Trustees

BOND PROGRAM OVERSIGHT COMMITTEE

PURPOSE & SCOPE

- The purpose of the Committee is to recommend and advise the King County Executive, King County Council and Harborview Medical Center Board of Trustees on Harborview Medical Center construction related policy decisions related to the budget, schedule, design, communications, construction, and land use permitting strategy.
- The recommendations and advice of the Bond Program Oversight Committee will be attentive to and prioritize the HMC mission population and consider the needs of the hospital, King County, the public, neighborhood impact, and the objective of the voter approved levy.

OVERVIEW OF HARBORVIEW BOND PROGRAM AND TIMELINE

HARBORVIEW CAMPUS HISTORY



- ✓ Over the years Harborview's medical facilities have expanded and changed to meet the demands of a growing population and progress in the fields of patient care, medicine and technology.
- ✓ The original center tower was built in 1930.
- ✓ Harborview Hall was built shortly thereafter as a residence hall for nurses.
- ✓ Bond issuances in 1955, 1966 and 1976 provided for completion of the "superblock" which includes the East Hospital, emergency dept. and the East Clinic.
- ✓ The West Hospital and West Clinic were built with 1988 Bonds.
- ✓ The Maleng Building was funded with the 2000 Bonds and the Ninth and Jefferson Building which houses the Medical Examiner, ITA Court and Clinical services was funded via 63-20 bonds

Drivers of the Current Facility Needs

Population
growth

Best Practices in
Patient Care

(Single Patient Rooms, Infection
Control, Respite Care)

Technology,
Energy and
Infrastructure

Aging Facilities,
Campus
Cohesion

Behavioral
Health

HARBORVIEW BOND PROGRAM

PROJECT COMPONENTS

NEW TOWER

- 360 Single Patient Rooms
- Expanded Emergency Department
- Observation Unit
- Operating Room Expansion

NEW BEHAVIORAL HEALTH SERVICES BUILDING

- Existing, Expanded Behavioral Services
- Behavioral Health Institute programs
- Sobering Center, Step Up/Step Down

EXISTING HOSPITAL SPACE RENOVATION

- Expand ITA Court Space
- Expand Public Health Space & Clinics
- Pharmacy/Gamma/Angio

HARBORVIEW HALL SEISMIC RENOVATION

- Respite and Shelter Beds

CENTER TOWER SEISMIC RENOVATION

PIONEER SQUARE SEISMIC RENOVATION

EAST CLINIC DEMOLITION



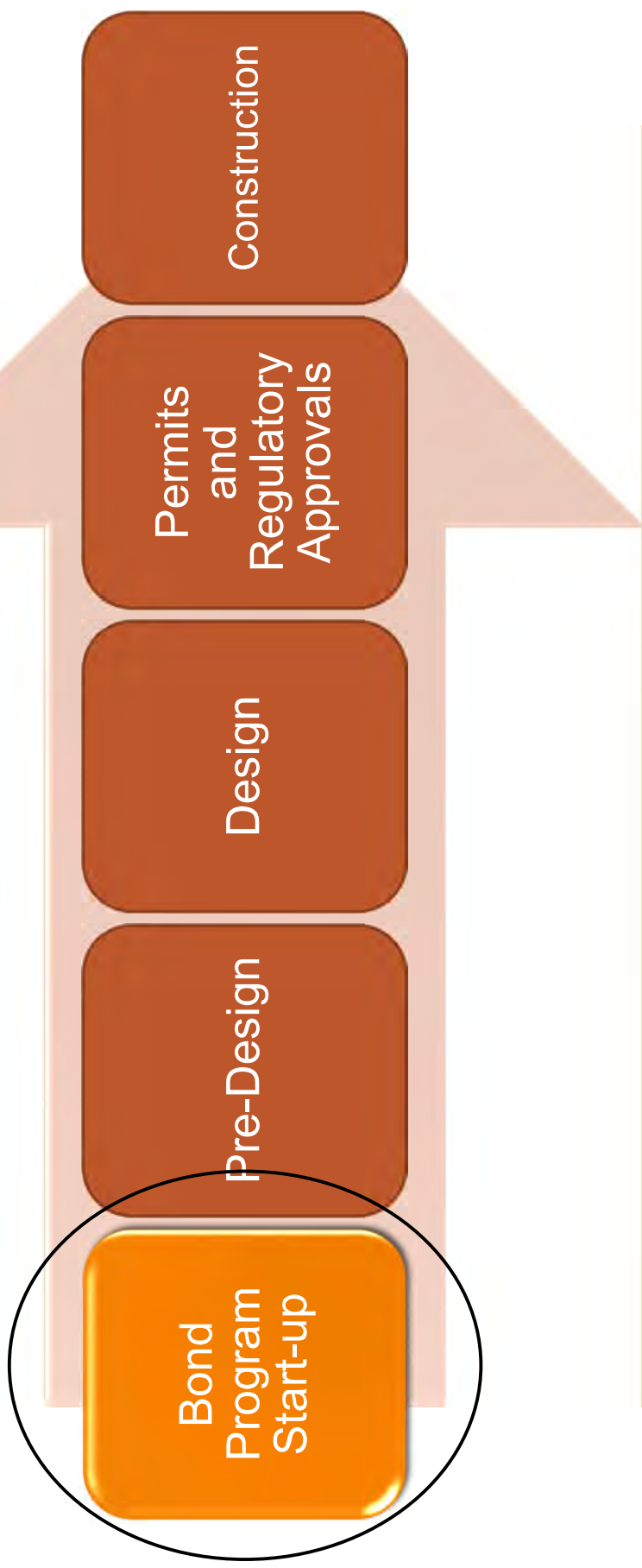
- Illustration is a point in time rendering provided for planning purposes.
- Final placement of buildings is subject to approvals.

- \$1.74 billion
- New 648,380 SF
- Renovated 558,840 SF

WE ARE HERE: STATUS OF KEY MILESTONES

WE ARE HERE

The first 18-24 months of the bond program are focused on setting up the foundational elements to support the multiple phases of design and construction.



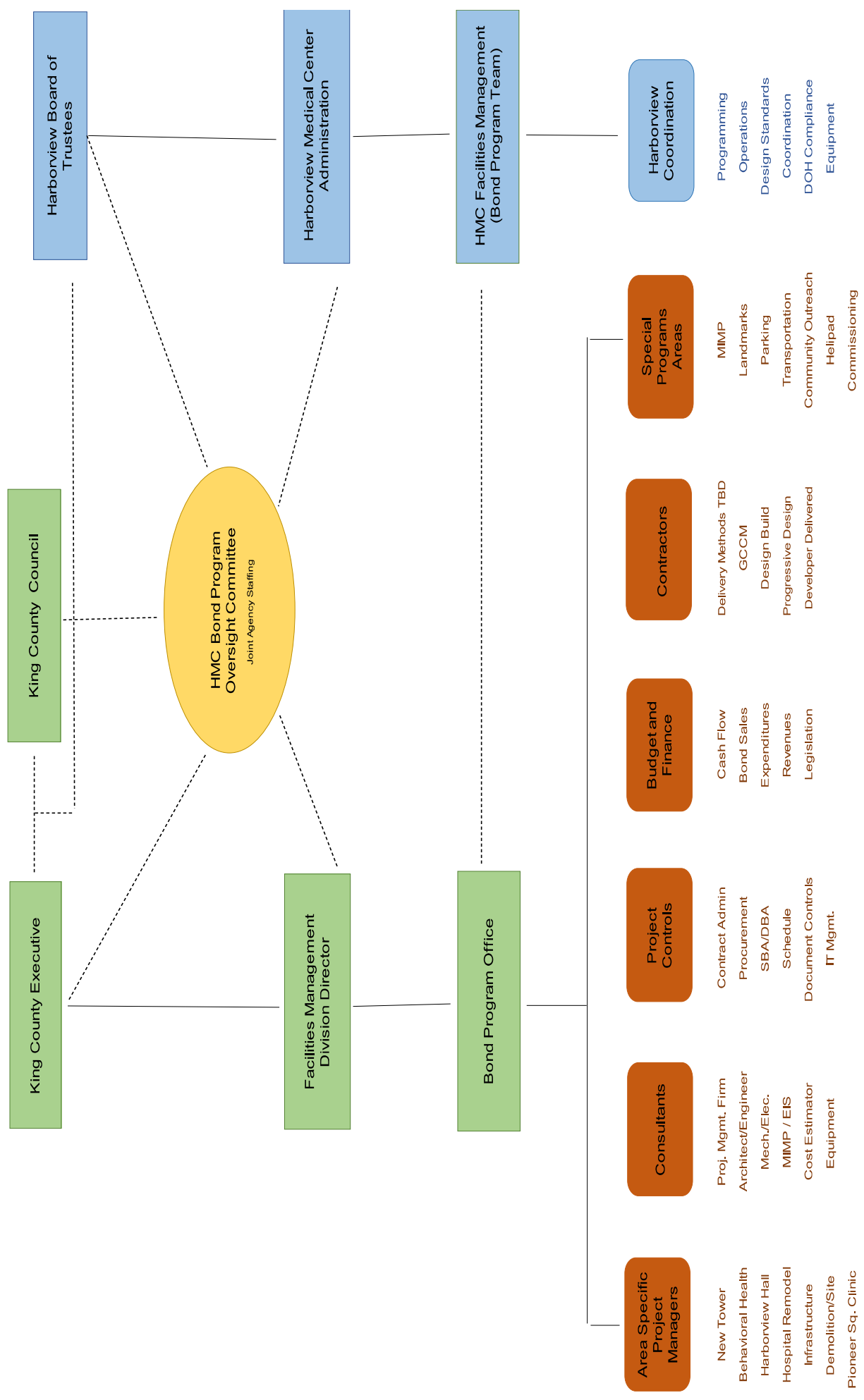
HARBORVIEW BOND CAPITAL PROGRAM

KEY MILESTONES

Since December 2020, King County and Harborview have worked to develop an initial, two-year project plan to drive key early milestones for the project, such as:

- An overarching project management structure
- Budget and staffing plans for Harborview and King County
- RFPs for project mgmt. services for schedule and sequencing
- Establishing a Project Workgroup and Bond Project Oversight Committee; and Key Bond Program Stakeholder Groups
- Creating the Harborview Bond Project Office in the Facilities Management Division of King County

BOND PROGRAM ORGANIZATION



KEY MILESTONES UPDATE

Current bond program activities underway include:

- Legislation to establish the office and initial funding
- County hired Bond Program Office Director
- Hiring project managers and staff
- Developing the project management services RFP; conducting bidding and selection process
- Establishing a Major Institutions Master Plan (MIMP) workgroup to support meeting the City's MIMP requirements
- Bringing on land use attorneys and consultants to advise on MIMP and land use matters

KEY MILESTONES UPDATE

Activities on the horizon include:

- Planning and sequencing that ensures the hospital's operational needs are met during construction
- Developing predesign elements and identifying site goals and impacts
- Developing interim parking strategies
- Developing community engagement and minority, women-owned, and small business outreach plans
- Convening project stakeholder groups
- Developing Strategies for Seattle regulatory issues

PROJECT START-UP TASKS	ESTIMATED TIMEFRAME					Jan-June 2023
	Nov 3- Dec31	Jan-June 2021	July-Dec 2021	Jan-June 2022	Jan-June 2023	
Initial Work Plan (framework)	★					
Identify Oversight Committee	★					
Establish KC/HMC Joint Workshop	★					
Start up Budget Plan	★					
Revenue / Cashflow Plan	★					
<hr/>						
Legislation: Create Bond Fund		★				
Legislation: Initial Appropriation		★				
Project Management Structure		★				
Identify Agency Partnerships: PAO; Procurement; 1%ForArt; Labor, etc.		★				
Staffing Plans		★				
Draft Project Management RFP		★				
Open Bid for Project Mgmt. Services		★				
MIMP Analysis		★				
First Meeting Oversight Committee		★				
<hr/>						
Project Mgmt. Services Selection			★			
Interim Parking Strategy			★	★		
Project Delivery Methods			★	★		
Project Sequencing			★	★		
MIMP Strategy and Initial Work Plans			★	★	★	
Program Scope and Budget Analysis			★	★	★	
Project Management Plan			★	★	★	
Community Engagement Planning			★	★	★	
Community Workforce Agreement			★	★	★	
Small Business Outreach			★	★	★	
Energy & Sustainability Opportunities			★	★	★	

PROPOSED BPOC MEETING CADENCE

The first 18-24 months of the bond project are focused on setting up the foundational elements so that the bond funded construction activities can occur.

- Provide monthly summary activity reports via email between meetings to keep members up to date
- Workgroup members will share information with their respective leadership
 - Workgroup meets monthly with subgroups meeting as needed (i.e., MIMP workgroup)
- Ad hoc briefings available upon requested

DISCUSSION



RENDERING PROVIDED FOR PLANNING PURPOSES ONLY: FINAL DESIGNS SUBJECT TO APPROVALS