



King County

2020 Harborview Bond Capital Program Status Report

December 2022



Illustration is a drafted rendering provided for planning purposes

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II. Executive Summary

On November 3, 2020, over 75 percent of King County voters approved Proposition 1 to authorize the County to sell \$1.74 billion in bonds to fund facility and infrastructure improvements at Harborview Medical Center. Since its approval, the King County staff 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, the program start-up work established a strong foundational organization to support the many phases of the bond program. Assembling the foundational elements of the bond program has been occurring over the past 24 months with most of the start-up goals having been accomplished. Phasing and sequencing work is now underway. This report provides a status update on bond program planning for the period of July-December 2022 and outlines the work ahead. The next report is due June 30, 2023.

Harborview Medical Center is owned by King County, overseen by the Harborview Board of Trustees, and operated 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 1 Adult and Pediatric Trauma Center in Washington. It provides centers of emphasis and specialized comprehensive emergency services to a broad range of patients throughout the region. The medical center is also the disaster preparedness and control location for Seattle and King County.

For nearly 100 years, Harborview has 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 the steward 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.

The 2020 Bond Program is the culmination of a strategic needs analysis conducted by King County and UW Medicine 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 the 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 King County Executive Office. The HLG provided a [report](#) making recommendations for health and safety improvements at Harborview. The recommendations included building a new in-patient medical tower to increase critical care capacity and meet

modern infection control standards, as well as establishing a dedicated behavioral health facility to provide for the expansion of behavioral health services.

Since the approval of the \$1.74 million bond funding, the King County 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 program work group and key partners.

Highlighted achievements since the June 2022 addressed in this report include:

- Joint phasing, space programming, and sequencing mapping work sessions;
- Major Institutions Master Plan Standing Advisory Committee meeting participation;
- Bond Program biennial 2023-2024 budget preparation;
- Quarterly Bond Project Oversight Committee meetings (BPOC);
- Property acquisition options review;
- Infrastructure RFP drafting;
- Regional Contractor Forum partnerships;
- Agency partnerships.

III. Background

Overview

Harborview Medical Center (HMC) is a 413-licensed-bed hospital owned by King County and operated by the 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 as a county hospital, pursuant to state law, for the primary purpose of providing comprehensive health care for the restoration of health within the King County area."

HMC is a comprehensive regional healthcare 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 the King County Council. The medical center is also the disaster preparedness and control location for Seattle and King County.

Harborview has a unique mission statement that identifies and prioritizes services to the most vulnerable communities. 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. Prior to the 2020 election, 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, the 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 King County 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, the King County Council, and the King County Executive Office, 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.

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

Table 1 Harborview Facility Improvement Recommendations

| 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 preparedness; 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 King 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.

On November 3, 2020, King County residents once again confirmed their commitment to public health and Harborview Medical Center through the approval of Proposition 1. As the largest bond in King County history was approved by over 75 percent of King County voters, another historic milestone.

Bond Program 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 project phasing stage, which is estimated to go through Fall 2023, the Committee will continue to meet quarterly. The Committee will receive monthly progress updates during

this time. 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 Program Work Group: Beginning shortly after the passage of Proposition 1, a program team comprised of staff from the Facilities Management Division (FMD), the Office of Performance, Strategy, and Budget (PSB), and the Executive Office developed initial bond program start-up tasks and key early milestones. A critical component of developing the Bond Program's early work is convening a staff work group, modeled on the successful HLG staff work group, to inform the development of these early tasks and milestones.

The staff work group (work group) has grown since the first months after the passage of Proposition 1 and is currently comprised of organizational representatives with additional staff from King County, Harborview, UW Medicine, and subject matter experts as needed. The purpose of the group is two-fold: 1) provide analytical support to the 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, or subsections of it, meet regularly to share data, conduct analyses, and develop and review materials. In addition to this work group, subject matter specific work groups are utilized to provide deeper analyses for certain topics such as parking or land use issues.

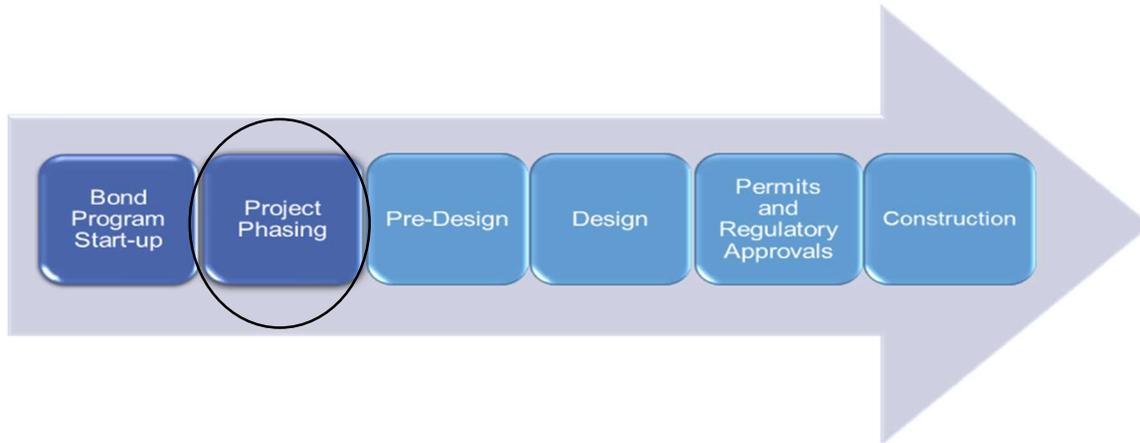
[Report Methodology](#)

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 the 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, including materials provided by HMC staff. The Bond Program website can be accessed [here](#). This report has been reviewed by HMC staff.

IV. Harborview Bond Program Activities June-December 2022

2020 Harborview Bond Program Phases



Between the months of June and December 2022, the HMC bond program has continued to focus on foundational elements, structures, and processes needed to effectively implement the historic \$1.74 billion improvements at Harborview. Building on the actions described in the June 2022 report, the FMD team has concentrated on further developing and refining the essential milestones for the first 24 months of the Bond Program, in partnership with the joint King County/Harborview workgroup. Actions identified “on the horizon” in the June 2022 report continue to be developed and/or executed.

The following are highlighted achievements from the reporting period:

- *Convened phasing, space programming, and sequencing work sessions:* The HBPO and HMC teams, along with project management consultants from Vanir, held a series of working sessions to refine and prioritize the bond program components. The work sessions included analysis of historical and current documentation; review of latest construction industry trends; and analysis of construction logistics to inform sequencing approaches.
- *Met with the Major Institutions Master Plan (MIMP) Standing Advisory Committee meeting:* On October 26th the HBPO and HMC staff participated in the City of Seattle’s Department of Neighborhoods’ annual Standing Advisory Committee neighborhood meeting to provide HMC’s annual yearly update. An overview of the Bond Program and its status was included. This meeting is the first step for future MIMP-related neighborhood meetings planned for in 2023.
- *Developed 2023-2024 Executive Proposed Budget:* The HBPO worked with Harborview and the County’s Performance, Strategy, and Budget (PSB) Office to develop the biennial budget proposal for the Bond Program. This ensures that ongoing Bond Program work can continue and includes funding for property acquisition for interim parking, ongoing space program

and MIMP work, and staffing and supportive services. At the writing of this report, the King County Council had not completed its analysis of the Executive's Proposed Budget nor taken final action on it.

- *Initiated Property Acquisition:* King County has begun the process with the State of Washington to purchase land between the HMC parking garage and the I-5 freeway. This purchase will enable construction of a required access roadway for the campus and improve traffic flows and connections to campus.
- *Began Development of Infrastructure RFP:* The Bond Program team is working to prepare an RFP and bid solicitation for engineering services for a campus-wide energy systems assessment and options analysis that will support the new medical tower and provide resiliency across the campus. The infrastructure RFP is expected to be released at the end of 2022, with bidding closing by the end of January 2023, and contractor selection by end of March 2023.
- *Attended Regional Contractor Forum participation:* On September 21st, the HBPO team participated in the Regional Contracting Forum at the Muckleshoot Event Center. The event is an outreach and networking forum that shares information and opportunities among the contracting community, government agencies, entrepreneurs, project managers, and others. More than 675 people attended the 18th annual forum. The HBPO's attendance was an opportunity to share essential project information with diverse communities interested in participating in the upcoming design and construction work.
- *Developed Agency Partnerships:* The HBPO team continues to establish and expand partnerships and seek dedicated staff liaisons with City agencies to facilitate program reviews. Outreach has begun to the Seattle Departments of Transportation, Parks and Recreation, Neighborhoods, Construction and Inspections and Seattle City Light as well as King County Metro. Engagement activities have included meetings, workshops, and tours. Specific issues the HBPO is working on with partners include:
 - Collaborating on potential interim transportation and parking strategies due to the loss 350 parking stalls during construction;
 - Meetings with Harborview's Standing Advisory Committee about neighborhood impacts to the campus during construction;
 - Meetings and campus tours with City staff to identify utility relocation needed during construction; and
 - Meetings with DCI regarding regulatory MIMP schedule and approvals.
- *Held Two Quarterly Bond Project Oversight Committee (BPOC) meetings:* Provided the BPOC with project updates on September 15th and November 30th.

V. Harborview Clinical Strategic Planning

The Harborview Board of Trustees and UW Medicine are in the process of building a multi-year clinical strategic plan for the Medical Center. This plan will identify key operational and clinical elements associated with the facility improvements made possible by the 2020 Bond. The work, outlined below, is expected to be complete by end of 2022. Key outputs of the strategic plan include:

- Identification and prioritization of clinical programs for growth and investment to ensure financial sustainability;
- Targeted clinical programming to better serve vulnerable populations identified in the Harborview Mission Statement;
- Development of volume estimates across key areas such as inpatient bed days, operating room encounters, and Emergency Department visits to inform capacity/physical space requirements;
- Catalogue of key initiatives to accomplish goals set forth in the strategic plan; and
- Creation of a dashboard to routinely update the Board on progress toward objectives.

VI. On the Horizon

The HBPO continues to develop the phasing plan for the bond-funded work. Ultimately, the phasing plan will lead to pre-design work and to subsequent phases of design and construction.

Specific elements of the phasing that the team will be working on include evaluation of site conditions; developing design and construction logistics; exploring operational impacts; updating cost projections; and examining potential risks. The next six months of HBPO activities will focus on completing the deliverables needed to finalize phasing plan and begin the procurement process for the new tower. Example tasks include:

- Conducting infrastructure needs analysis and developing energy systems options that meet sustainability goals;
- Updating space programming for new and existing spaces to support a new hospital tower;
- Identifying possible locations for interim parking and construction storage;
- Developing program sequencing options and recommendations;
- Continuing and expanding neighborhood MIMP engagement; and
- Providing ongoing communication and engagement with labor partners and other Harborview interested partners.

This work will be led by the King County HBPO team, in close collaboration with the joint King County/Harborview workgroup, the BPOC, and partners. The June 2023 report will provide an update on the above items and other relevant actions.

VII. 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

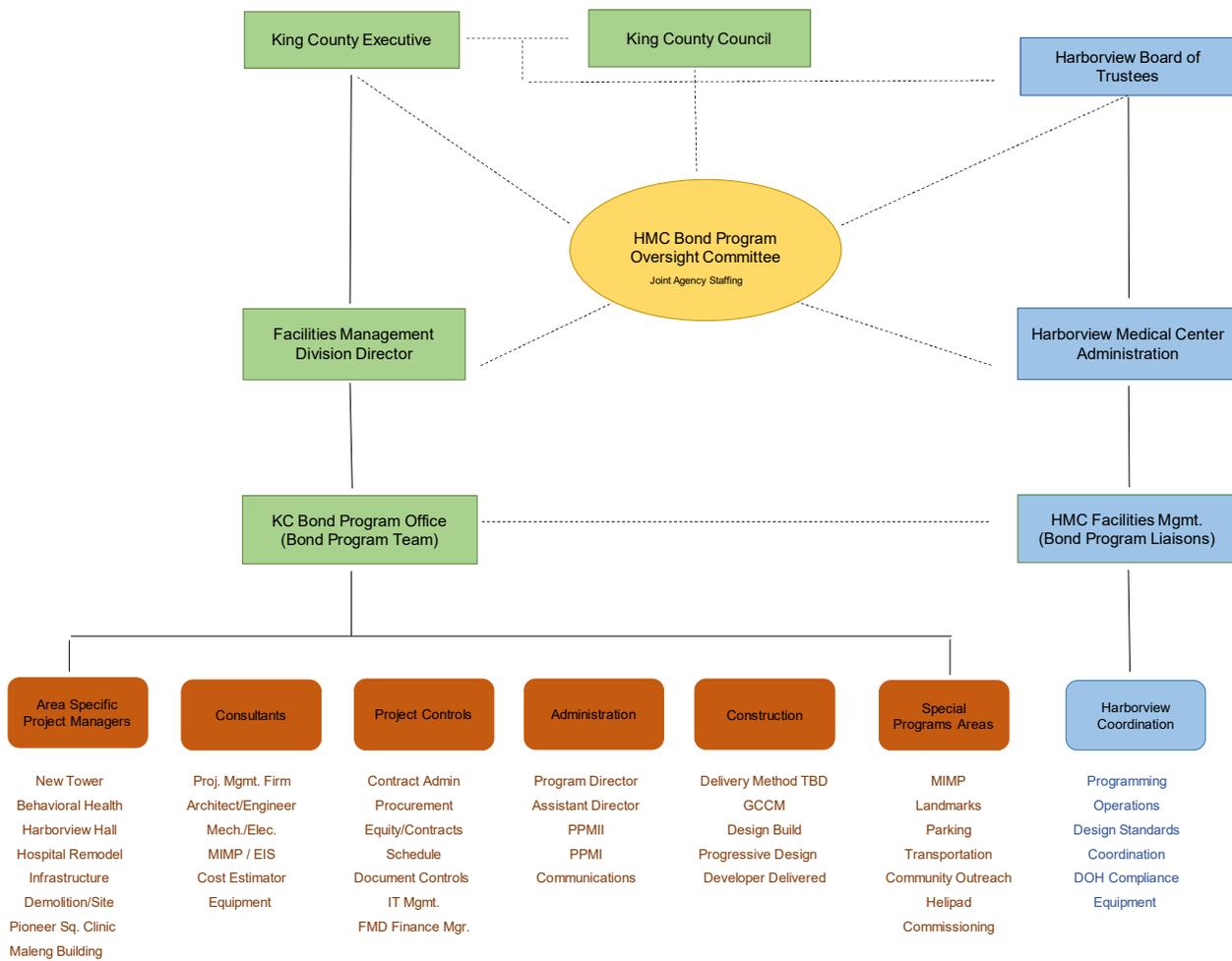
Harborview's patient care mission is accomplished by assuming and maintaining a strong leadership position in the Pacific Northwest and the local community. This leadership role is nurtured through the delivery of health services of the highest quality to all patients and through effective use of its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

VIII. Appendix B – King County Bond Program Organization



IX. Appendix C – Bond Oversight Committee Charter

Harborview Bond Program Oversight Committee Charter

Update Approved: 3/1/22

Harborview Bond Program Oversight Committee Purpose

The purpose of the Committee is to support the successful implementation of King County’s voter-approved Harborview Capital Bond Program. It accomplishes this through providing recommendations and advice to the King County Executive, the King County Council, and Harborview Medical Center Board of Trustees on policy matters and overarching issues affecting the bond program related to the budget, schedule, design, communications, construction, and land use permitting strategy. Members are expected to bring their expertise and professional and community insights to advocate for the successful implementation of the Harborview Capital Bond Program.

Committee Composition

- King County Councilmember for the district in which Harborview is located
- King County Council Central Staff Representative
- King County Office of Performance, Strategy, and Budget Director
- King County Chief Equity and Inclusion Officer
- King County Department of Executive Services Director
- King County Facilities Management Director
- King County Executive Office Special Projects Director
- UW Medicine, President of Hospitals and Clinics
- Harborview Medical Center Chief Executive Officer
- Two Harborview Medical Center Trustees

Oversight Committee Activities

The BPOC will meet regularly to receive and review bond implementation progress reports and updates on program scope, budget, and schedule for the bond program, Among its actions, the Committee will:

- Review and make recommendations on schedule and sequencing for phases.
- Review and make recommendations for changes to project scope, budget, and schedule; and
- Review and make recommendations on potential mitigation measures necessary to meet regulatory provisions.

The committee members are relied upon to share information with their respective organizations and secure necessary internal reviews and approvals before making formal recommendations. This Committee will remain in existence throughout the duration of the Harborview Bond Program.

A number of workgroups, including subject matter groups, support the work of the Committee.

Committee Decision Making

Committee decisions will be member consensus.