



King County

1200 King County
Courthouse
516 Third Avenue
Seattle, WA 98104

Meeting Agenda Regional Policy Committee

*Councilmembers: Pete von Reichbauer, Chair; Larry Gossett, Kathy Lambert
Alternate: Joe McDermott*

*Sound Cities Association: Suzette Cook, Kent; Bill Peloza, Auburn;
Bernie Talmas, Woodinville; Amy Walen, Kirkland
Alternates: Dave Hill, Algona; Dan Grausz, Mercer Island*

*City of Seattle: Debora Juarez, Kshama Sawant
Alternate: Tim Burgess*

Staff: Beth Mountsier, Lead Staff (206-477-0885)

3:00 PM

Wednesday, January 13, 2016

Room 1001

Pursuant to K.C.C. 1.24.035 A. and F., this meeting is also noticed as a meeting of the Metropolitan King County Council, whose agenda is limited to the committee business. In this meeting only the rules and procedures applicable to committees apply and not those applicable to full council meetings.

1. Call to Order

To show a PDF of the written materials for an agenda item, click on the agenda item below.

2. Roll Call

3. Approval of Minutes

[December 9, 2015, meeting minutes pp. 3-4](#)

4. Chair's Report

5. Public Comment



Sign language and communication material in alternate formats can be arranged given sufficient notice (206-1000).

TDD Number 206-1024.

ASSISTIVE LISTENING DEVICES AVAILABLE IN THE COUNCIL CHAMBERS.



Briefing

6. [Briefing No. 2016-B0003 pp. 5-8](#)

Update on Improving Equity in the Juvenile Justice System

*David Chapman, Justice System Improvement Manager, Office of Performance, Strategy and Budget
Beth Mountsier, Council staff*

7. [Briefing No. 2016-B0004 pp. 9-34](#)

Status of Puget Sound Emergency Radio Network (PSERN) Implementation

*David Mendel, PSERN Project Manager, King County Information Technology
Rachelle Celebrezze, Council staff*

8. [Briefing No. 2016-B0005 pp. 35-39](#)

Discussion of Potential 2016 Priorities for the Regional Policy Committee

Beth Mountsier, Council staff

Other Business

Adjournment



King County

1200 King County
Courthouse
516 Third Avenue
Seattle, WA 98104

Meeting Minutes

Regional Policy Committee

*Councilmembers: Pete von Reichbauer, Chair; Larry Gossett,
Kathy Lambert
Alternate: Joe McDermott*

*Sound Cities Association: Hank Margeson, Redmond; Bill
Peloza, Auburn;
Bernie Talmas, Woodinville; Amy Walen, Kirkland
Alternates: Suzette Cooke, Kent; Dave Hill, Algona*

*City of Seattle: John Okamoto, Kshama Sawant
Alternate: Sally Bagshaw*

*Staff: Beth Mountsier, Lead Staff (206-477-0885)
Janice Mansfield Committee Assistant (206-477-0882)*

3:00 PM

Wednesday, December 9, 2015

Room 1001

DRAFT MINUTES

Pursuant to K.C.C. 1.24.035 A. and F., this meeting is also noticed as a meeting of the Metropolitan King County Council, whose agenda is limited to the committee business. In this meeting only the rules and procedures applicable to committees apply and not those applicable to full council meetings.

1. **Call to Order**

Chair von Reichbauer called the Regional Policy Committee meeting to order at 3:08 p.m.

2. **Roll Call**

Present: 8 - Mr. Gossett, Ms. Lambert, Mr. Margeson, Mr. Peloza, Mr. Talmas, Mr. von Reichbauer, Ms. Cooke and Mr. Hill

Excused: 3 - Mr. Okamoto, Ms. Sawant and Ms. Walen

3. **Approval of Minutes**

Mayor Talmas moved approval of the September 9 and October 14, 2015 meeting minutes. Seeing no objections, the minutes were approved as presented.

4. Chair's Report

Chair stated that this will be the last meeting of the year for the Regional Policy Committee, thanked the members for their attendance and staff for their hard work. Sheriff John Urquart briefed the committee on public safety issues and spoke regarding the San Bernardino tragedy.

5. Public Comment

No one was present to speak.

Briefing

6. Briefing No. 2015-B0235

Update and Outlook for Countywide Issues Reviewed in 2015

Beth Mountsier Council Staff, briefed the committee and answered questions from the members.

Mayor Talmas stated that Sound Cities caucus members were concerned with regard to the November Auditor's report on the Puget Sound Emergency Radio Network (PSERN) – Project Schedule and Risks that noted issues with tower siting. He requested a briefing on the PSERN implementation at the January meeting of the Regional Policy Committee. The Mayor, at the request of the Sound City Caucus also stated that the Ferry District Expansion Options issue should stay on the committee's work plan for 2016 and be referred to the Regional Policy Committee because of members' concerns about the financial viability of additional routes.

This matter was Presented

Other Business

There was no other business to come before the committee.

Adjournment

The committee was adjourned at 3:50 p.m.

Approved this _____ day of _____.

Clerk's Signature



King County

**Metropolitan King County Council
Regional Policy Committee**

STAFF REPORT

Agenda Item:	6	Name:	Beth Mountsier
Proposed No.:	2016-B0003	Date:	January 13, 2016

SUBJECT

A briefing and update on efforts to reduce youth detention and improve equity in the juvenile justice system.

SUMMARY

The committee will get an update and progress report as a follow up to the April 2015 briefing by Superior Court Presiding Judge Susan Craighead regarding goals and proposed use of alternatives to detention for youth as outlined in the “Race and Social Justice Action Plan - Interim Report”. This will include an introduction to the Juvenile Justice Equity Steering Committee regarding their work to develop recommendations to reduce disproportionality of youth of color in the system.

BACKGROUND

Reducing Inequity in the Juvenile Justice System

King County’s Race and Social Justice Action Plan includes a number of commitments, based on current information and plans to consult with the broader community to implement a broader array of solutions aimed to reduce and eliminate disproportionality as follows:

- 1) The County aims to reduce disproportionality in the juvenile justice system through additional efforts at prevention. The County plans to increase programming in the following areas:
 - Culturally-specific, community-based outreach and engagement strategies and programs;
 - Employing outreach/case management models that 1) provide school-based intervention to help youth of color stay connected to school, 2) access preventative services for youth and their families, 3) obtain employment, 4)

enroll them in alternatives such as athletics, arts or music; and interrupt the “School-to-Prison Pipeline”

- Street outreach in areas where high-risk youth congregate to provide early intervention, de-escalate conflict, and interrupt gang involvement.
- 2) King County will utilize a new community liaison to engage with the most affected local communities on how and where to invest in community-based services to replace detention for mentally ill and homeless youth.
 - 3) The Superior Court commits to make every effort to avoid detention for truants or runaways except where the life or safety of a youth is in danger.
 - 4) All three branches of King County government commit to providing the resources necessary to reduce the use of detention for probation violations by 50 percent by April 2016.

Additional support for court-involved youth is intended to reduce arrest warrants for youth who fail to appear in court. King County will fund liaisons from local communities to help youth and their families understand and navigate the legal system. The County will also implement solutions to help youth make court appearances with the goal of reducing arrest warrants for failure to appear. There will also be additional funding for the Public Defender’s Office to build a new team of social service and legal advocates, who will provide a more comprehensive approach to juvenile defense.

Juvenile Justice Equity Steering Committee

At the end of July, the King County Executive, Superior Court Presiding Judge Susan Craighead and members of the King County Council announced the formation of and members of a steering committee charged with recommending solutions to a growing racial disparity in the regional juvenile justice system. It is reportedly the largest and most diverse group King County has ever assembled to act on juvenile justice issues. Half the members of the committee include youth advocates, formerly detained youth and juvenile-justice reform leaders. The other half is made up of institutional leaders from King County school districts, police departments, courts and governments.

The committee is being asked to develop recommendations for improving the outcomes of school, police, court and detention policies. The group began monthly meetings in September to:

- Establish short- and long-term actions to help end racial disproportionality in King County’s juvenile-justice system
- Define metrics and create partnerships to improve juvenile justice system
- Identify root causes of racial disproportionality and specific solutions needed to address them in individual communities
- Engage communities by sharing information, then collecting and incorporating feedback

The committee recently selected a sub-group to be setting their agendas for 2016 and they are currently reviewing data from the juvenile justice system on referrals, diversions, filings of criminal charges and detention.

INVITED

1. David Chapman, Justice System Improvement Manager, Office of Performance, Strategy and Budget
2. Marcus Stubblefield, Systems Integration Coordinator, Office of Performance, Strategy and Budget
3. Elmer Dixon, Facilitator, Juvenile Justice Equity Steering Committee



King County

**Metropolitan King County Council
Regional Policy Committee**

STAFF REPORT

Agenda Item:	7	Name:	Rachelle Celebrezze
Proposed No.:	2016-B0004	Date:	January 13, 2016

SUBJECT

A briefing on the status of Puget Sound Emergency Radio Network (PSERN) implementation.

SUMMARY

The PSERN project will replace and upgrade the county's current emergency radio network. King County is responsible for leading and implementing the PSERN project through completion, which is expected sometime in late 2020.

The PSERN project will be a complex undertaking, with multiple tasks over the course of the implementation period, including radio site design, acquisition and construction, as well as the acquisition of radios, consoles, and data systems.

This briefing provides an update on the status of PSERN implementation.

BACKGROUND

On April 28, 2015, King County voters approved a nine-year, \$273 million property tax levy to fund PSERN, the replacement of the King County emergency radio communications system.

PSERN will replace and upgrade King County's nearly 20-year old emergency radio communications system, which is used to dispatch responders to incidents and allow responders to communicate with each other at those incidents. Countywide, the current system consists of 26 transmitter sites and multiple interconnecting microwave and fiber systems, and it supports over 100 agencies and approximately 16,000 radio users, each with a portable radio handset and/or installed mobile radio in a vehicle. The current system is owned in equal shares by King County, the City of Seattle, Valley Communications Center (ValleyCom), and the East Side Public Safety Communications Agency (ESPCA).

Once completed, PSERN will replace the current countywide emergency radio network. PSERN will improve and upgrade the countywide emergency radio network by providing increased system reliability, increasing coverage capacity from 94 percent coverage to

97 percent coverage, providing better security on the network, and nearly doubling the number of radio transmitter sites.

PSERN Implementation. Under the terms of the PSERN Implementation Interlocal Agreement ("Implementation ILA")¹, King County will be responsible for leading and implementing the PSERN project on behalf of the four owners of the current emergency radio network² through completion of the project. Oversight during that implementation period, which is expected to take approximately 5 years, will be conducted by a Joint Board, composed of 1 non-voting chair (the Executive or the Executive's designee) and 4 voting representatives, 1 representing each of the current system's owners. The 4 voting members of the Joint Board may appoint two additional non-voting participants: a chief of a police agency and a chief of a fire agency.

The PSERN project management team includes a project director and IT and construction managers, a communications manager, a government relations official, technical support technicians and inspectors. KCIT's Business & Finance Section and the Office of Performance, Strategy and Budget will provide financial support. Under the terms of the \$112 million, 20-year contract between Motorola and the County, Motorola will provide design, development, implementation, testing and ongoing support, maintenance and upgrade services for the PSERN project. In addition to the primary contract with Motorola, the Executive has hired a consultant to develop the site design and intends to retain a firm to provide construction management oversight.

Under the terms of the Memorandum of Agreement Regarding Future Operation of The Puget Sound Emergency Radio Network³ ("Operations MOA"), ownership and operation and maintenance of PSERN after completion would be vested in a new, nonprofit organization governed by a Board of Directors.

Council Oversight of PSERN Implementation. Motion 14437, enacted in October 2015, requires the Executive to brief the Law, Justice and Emergency Management Committee (or its successor) on a quarterly basis on the status of the PSERN project in relation to the project's identified milestones (**Attachment 1**).

PSERN project staff are scheduled to brief the Law, Justice and Emergency Management Committee on January 12, 2016.

Table 1 below shows the 13 major milestones identified in the report transmitted by the Executive in September 2015 (2015-RPT0134) that remain to be completed during the PSERN implementation process, along with expected date of completion.

¹ Ordinance 18075.

² The existing system is owned in equal shares by King County, the City of Seattle, Valley Communications Center (ValleyCom), and the East Side Public Safety Communications Agency (ESPCA).

³ Ordinance 18074.

Table 1: Future PSERN Implementation Milestones and Expected Completion Dates

Milestone	Date
Group 1 Site Leasing and Final Site Design	March 2016
Construction Permitting	August 2016
Site Construction Mid-point	September 2016
Group 2 Site Leasing	August 2017
Factory Acceptance Testing	September 2017
Site Construction Complete (all sites)	October 2017
Backhaul System Implementation	November 2017
Land Mobile Radio System Implementation	September 2018
System Optimization and Testing	May 2019
PSERN Non-profit Operator Formation	September 2019
Transition Users to PSERN System	March 2020
Full System Acceptance	September 2020
Project Closeout	September 2021

King County Auditor, Capital Projects Oversight. On November 10, 2015, the Capital Projects Oversight Program of the King County’s Auditor’s office released a report on PSERN (**Attachment 2**). The report focused on project schedule and cost risks. The Auditor’s Office presented the report to the Government Accountability and Oversight Committee on November 10, 2015.

ATTACHMENTS:

1. 2015-RPT0134
2. King County Auditor’s Office Report dated November 10, 2015 “Puget Sound Emergency Radio Network: Project Schedule and Cost Risks”

ATTENDEES:

- David Mendel, PSERN Project Manager, King County Information Technology

**REPORT RECOMMENDING A PROCESS FOR MAKING REGULAR UPDATES ON
THE PUGET SOUND EMERGENCY RADIO NETWORK (PSERN) PROJECT
IMPLEMENTATION TO THE KING COUNTY COUNCIL**

July 2015

MOTION 14369

The Metropolitan King County Council passed Motion 14369 on June 1, 2015. A key part of the motion reads as follows:

A. The executive shall develop and transmit to the council a report that identifies expected milestones throughout the Puget Sound Emergency Radio Network ("PSERN") implementation process and designate which at which milestones oversight by the council would be appropriate. At a minimum, the report shall include:

1. A description of the anticipated PSERN implementation milestones throughout the PSERN implementation process, including, but not limited to, system vendor-related milestones, architecture and engineering milestones and system testing milestones; and

2. A timeline for transmittal of an oversight report to the council that corresponds with each milestone identified under subsection A.1. of this motion.

This report is submitted in response to Motion 14369.

INTRODUCTION

On April 28, 2015, the voters approved a \$273 million levy lid lift to pay for the planning, construction and testing of a new Puget Sound Emergency Radio Network (PSERN). PSERN will be used to dispatch responders to incidents and to allow responders to communicate with each other at those incidents. The County Council later approved the first phased appropriation for that work.

The County Council also authorized the County Executive to sign "an interlocal agreement, under chapter 39.34 RCW, with the cities of Auburn, Bellevue, Federal Way, Issaquah, Kent, Kirkland, Mercer Island, Redmond, Renton, Seattle and Tukwila, relating to the Puget Sound emergency radio network project." The interlocal agreement (ILA) established a joint board. The ILA also provides that "the County act as the lead agency for planning, procurement, financing and implementation of the PSERN System" with the assistance of the joint board.

Motion 14369 noted that this project "will be complex with multiple tasks." There are over 1,700 tasks in the system vendor's detailed schedule, for example.

As the lead agency, King County government will also play an important role in the project's oversight. It will do this in multiple ways including periodic reports to the County Council, meetings of the Project Review Board, involvement by the County Auditor, and quality assurance of project management by an outside consulting firm.

The project issued the system vendor Notice to Proceed (NTP) on July 1, 2015. This is one of the project's key milestones. The remaining key milestones are listed below and

described in more detail later in this report. The project estimates it will close out in September 2021.

As discussed in more detail below, the project propose to brief the appropriate Council committee each quarter focusing on the project's actual work and spending in comparison to project's plans.

KEY IMPLEMENTATION MILESTONES AND COMPLETION DATES

The following is a list of key project milestones and the projected completion date for each:

Milestone	Date
Group 1 Site Leasing and Final Site Design	March 2016
Construction Permitting	August 2016
Site Construction Mid-point	September 2016
Group 2 Site Leasing	August 2017
Factory Acceptance Testing	September 2017
Site Construction Complete (all sites)	October 2017
Backhaul System Implementation	November 2017
Land Mobile Radio System Implementation	September 2018
System Optimization and Testing	May 2019
PSERN Non-profit Operator Formation	September 2019 (begins formation)
Transition Users to PSERN System	March 2020
Full System Acceptance	September 2020
Project Closeout	September 2021

DESCRIPTION OF KEY IMPLEMENTATION MILESTONES

Group 1 Site Leasing and “Final” Site Design	March 2016
---	------------

The project will have approximately 71 equipment locations, depending on the final system design. During this period the project will need to obtain a right-of-entry and at least one long-term lease or other use agreement for each of these locations. Multiple leases would be needed if one group owns the tower on the site while a second group owns the equipment shelter.

Most (55-60) of these leases/agreements (“Group 1”) will be approved and signed by March 2016. A smaller number (15-20) are included in a second group because the government agencies owning these locations have extended processing times for site surveying, permitting and approving leases.

Obtaining the lease/agreement is a step on the project’s critical path. Most landlords will not allow the project to begin making improvements on their property (e.g. reinforcing a tower so it can hold an increased load, installing a generator for back-up power, etc.) until a fully executed lease is in place. It is important to get site leases finalized as soon as possible so that improvements can be completed on schedule.

The project has retained an outside firm, Odelia Pacific Corporation (Odelia), as the Architectural and Engineering (A/E) consultant. Odelia will examine each site and draft the design/construction documents for the site’s improvements. These documents will have multiple purposes including: informing the landlord what the project intends to do at the site and where the project intends to do it; assisting in the project planning purposes; serving as part of the applications for permits and approvals; comprising exhibits for the lease/agreement document; and guiding the construction of improvements.

Odelia will also negotiate rights-of-entry and leases. The project has convened a weekly meeting of staff from the Facilities Management Division, Risk Management, Real Estate Services, Prosecuting Attorney’s Office, outside legal counsel, the Busch Law Firm (Busch), Odelia, and the project to guide these negotiations. There will then be a final internal County review process before the lease is sent to the County Council. After Council approval, the Director of the Facilities Management Division will sign each lease.

There will also be a final site design completed during this period. The site design consists of final civil site construction documents which will be used by the project’s construction vendor to build new sites or modify existing sites. Each site will have a specific set of construction documents, which will then be issued to the construction vendor via a work order process. Odelia will be responsible for drawing up these documents as their final deliverable under the A/E consultant contract.

Construction Permitting	August 2016
--------------------------------	-------------

The project must obtain a building permit from the local jurisdiction prior to beginning improvements and equipment installations at a site. Additional permits and approvals, such as grading permits or State Environmental Policy Act (SEPA) approvals, may also be required. Obtaining the required permits and approvals allows the project to begin construction at a site, and is another step on the project’s critical path.

Odelia will be responsible for working with site owners and permitting authorities to obtain construction permits and approvals. The project is scheduled to have all required permits and related approvals for Group 1 sites by August 2016.

Site Construction Mid-Point	September 2016
------------------------------------	----------------

The amount of construction needed to ready a site for the installation of electronic equipment varies considerably from site to site. Most sites already have some communication facilities. Even so, most will need some work, such as the reinforcement of the tower, the installation of a generator and fuel storage facilities, or the extension of a power line. Approximately 14 sites for which the project is responsible are “greenfield” sites: bare ground needing both a new tower and shelter.

Most of the sites are accessible year around so construction work can be done at any time of the year. However, 19 sites are located 2,000 feet or more above sea level. Access to some of these sites can be limited by snowfall, restricting construction to summer months.

While there is no specific milestone here, September 2016 represents the chronological half way point for civil site development.

King County is in the process of procuring a contractor to build the site improvements as well as a construction management consultant. The project has hired experienced staff to manage and oversee these contractors.

Group 2 Site Leasing	August 2017
-----------------------------	-------------

As noted above, a small number of leases (15-20) will not be finalized by March 2016. These leases are for sites owned by certain government agencies that have a history of taking an extended period of time to approve siting and leases, even in the face of agreement on the underlying use. The project has begun working with these sites’ owners.

Factory Acceptance Testing	September 2017
-----------------------------------	----------------

Prior to the deployment of electronic equipment in the PSERN system, the system vendor will manufacture and set up the network infrastructure at its factories. It will then

test this infrastructure to measure system performance and determine whether all services ordered work properly. The system vendor contract prohibits it from installing this equipment in our system until it has passed this testing.

Technical staff from the project and system managers from our partner organizations will travel to the manufacturer's factories to witness the network's configuration and to oversee the system vendor's testing.

After the system is tested, it will be packed and shipped to the County so installation can begin.

Site Construction Complete (all sites)	October 2017
---	--------------

The project must secure all of the site leases and approvals and complete civil site improvements, such as the reinforcement of towers, the installation of generators and fuel storage facilities, and the extension of power lines, no later than October 2017. Sites must be ready for the system vendor to begin installing equipment and software.

Backhaul System Implementation	November 2017
---------------------------------------	---------------

The first subsystem the system vendor will install is the backhaul subsystem. This subsystem routes communications among sites, as opposed to transmitting communications between radios and sites.

There are two parts to this subsystem: the microwave radio/fiber links and the Multiprotocol Label Switching (MPLS) equipment and software. The microwave subsystem transmits data from one site to another throughout the network. The MPLS subsystem acts as a "network router" and determines the most efficient route between sites when there are multiple possibilities.

The backhaul subsystem consists primarily of microwave links, point-to-point connections that depend upon direct, unimpeded line of site paths. A few sites will also have optical fiber connections for redundancy (reliability).

The system vendor will test the backhaul subsystem after installation. Project staff will oversee the installation and testing of the backhaul subsystem.

Land Mobile Radio System Implementation	September 2018
--	----------------

The system vendor will install the land mobile radio (LMR) subsystem after the backhaul subsystem. The LMR subsystem enables the communication between a tower and a radio or console. While the backhaul microwave links are point-to-point, each set of LMR equipment covers a geographic area.

The LMR implementation includes all electronic base station, central core, and dispatch center equipment installation, as well as back-up battery power, interoperability gateway equipment, and factory maintenance training for technicians. As each radio site or dispatch center has its equipment installed, it will be thoroughly tested and witnessed by project staff.

System Optimization and Testing	May 2019
--	----------

Once all consoles and other system infrastructure have been installed the system vendor will adjust the infrastructure so it is running correctly and at peak efficiency. The optimization will ensure each piece of the overall system is operating according to specific design parameters that radio tower coverage is adequate, and that end users can communicate throughout the designed coverage areas. The system vendor will test the system infrastructure with oversight by project staff as well as the project's technical consultant.

PSERN Non-profit Operator Formation	September 2019
--	----------------

One year before the anticipated date of full system acceptance, the joint board will establish the PSERN non-profit as agreed to in the interlocal agreement. Establishing the PSERN non-profit will require the filing of incorporation documents with the Washington Secretary of State, the designation of board members by the parties to the ILA, and agreement on and filing of other documents such as by-laws.

Once it is established and staffed, the non-profit will take over PSERN including operations, ownership, and governance functions from the project, County, and joint board. The board must hire an executive director to run the PSERN organization's day-to-day business, including hiring staff to operate, maintain, monitor, repair, update, and upgrade the PSERN system. The Board will also convene an operations board. The goal is to have the non-profit ready to assume these functions upon full system acceptance.

Transition End Users to PSERN System	March 2020
---	------------

Once the LMR subsystem is installed and tested, the system vendor will begin providing end user radios. There are currently 17,000 radios used actively on the County system. The project has committed to replace all working radios on our system, owned by local King County government agencies, on a one-for-one basis.

The project will replace existing radios on the network with "standard" radios. The project has worked with a task force consisting of a range of user groups to define standard radios and consoles for their particular discipline, and lists of optional features (microphone A, B, or C, for example) available at no added cost. User agencies may also purchase additional features at their expense.

Each user agency will decide which options to choose, which additional features to buy, and which talkgroups to have in each of its devices. The system vendor will then manufacture, program and install (as necessary) the devices. Project staff will test a selection of devices to see that they work properly and are correctly programmed.

Approximately one-third of the radios the project orders will be mobile radios, radios needing to be installed in police cars, fire trucks, and ambulances, on motorcycles, or in or on other vehicles. Vehicles will be out of service while their device is installed. The project expects to have approximately 35 vehicle installations completed each week during the transition period.

The system vendor will do this installation work with oversight from project staff.

The first users transitioned on to the new system on a test basis. These testers will be non-life critical users, so normal difficulties can be corrected without endangering lives.

Full System Acceptance (FSA)	September 2020
-------------------------------------	----------------

After the infrastructure has been installed and tested and the radios and consoles programmed, installed, and tested, there will be a final full system test/performance period. The full system must operate without major service interruption or degradation continuously for a two-month period. If there is any service interruption or degradation, the system vendor must fix the system. For major failures the clock begins again according to the system vendor contract.

After the full system test/performance period the system vendor must complete punch-list items and deliver the required system documents to the project. The system vendor will then receive its final phase payment and also the retainage funds held throughout the term of the contract. Once all punch list items have been completed and all deliverables have been accepted, the project will issue FSA.

The system vendor contract also includes a two-year warranty that begins with issuance of FSA.

Project Closeout	September 2021
-------------------------	----------------

Once the system is up and running properly and turned over to the new non-profit, the project will closeout. Closeout will include removal and sale/disposal of equipment from the old system, the completion of project documentation, involvement in an anticipated audit, and other tasks. Once these tasks are complete, the project will end.

PROPOSED COUNCIL UPDATE PLAN

The County Executive proposes staff brief the County Council's Law, Justice and Emergency Management Committee, or its successor, quarterly as scheduled by the committee through the life of the project. The first briefing is proposed for October 2015. This briefing would focus on the overall project schedule and methodology, descriptions of key milestones, progress to date, and any other information requested by the committee.

The executive also proposes the project submit a short written status report to the chair of the committee at least one week in advance of the scheduled briefing. The report would focus on the project's status and budget vis-à-vis its projected schedule and budget together with the reasons for significant differences, if any. This report would form the foundation for the briefing.



Puget Sound Emergency Radio Network: Project Schedule and Cost Risks

**Thomas Wood
Tina Rogers**

November 10, 2015

Executive Summary

Work to replace the aging Puget Sound Emergency Radio Network (PSERN) is falling behind on an ambitious schedule. The County must finish its work constructing radio towers before the vendor can install new equipment to meet modern standards and expand coverage. The project team plans to expedite construction by using a contract method that carries some increased cost risk. We recommend risk mitigation activities and improved scheduling and reporting to get the project back on track and strengthen accountability.

King County Auditor's Office

To Advance Performance and Accountability

Mission: Promote improved performance, accountability, and transparency in King County government through objective and independent audits and studies.

Values: Independence ~ Credibility ~ Impact

The King County Auditor's Office was created by charter in 1969 as an independent agency within the legislative branch of county government. The office conducts oversight of county government through independent audits, capital projects oversight, and other studies. The results of this work are presented to the Metropolitan King County Council and are communicated to the King County Executive and the public. This study is a non-audit service of the King County Auditor's Office and conforms to the office standards for independence, objectivity, and quality.



Puget Sound Emergency Radio Network: Project Schedule and Cost Risks

Report Highlights

November 10, 2015

Project Status

We have identified schedule and cost risks to King County's \$273 million levy funded Puget Sound Emergency Radio Network (PSERN) project. The purpose of this voter approved effort is to upgrade King County's emergency radio network to meet modern technology standards, expand coverage, and replace existing equipment. The current network vendor (Motorola) has stated it will stop supplying replacement parts and repairing used parts for equipment at the end of 2018, resulting in a risk of performance degradation thereafter. The PSERN project team has contracted with Motorola to identify radio tower sites and furnish, install, and test a new emergency radio system and equipment at a cost of \$112 million, with final acceptance scheduled for September 2020.

This report focuses on the county-managed effort to lease and construct improvements at 42 radio tower sites needed for the new system. This work must be finished before Motorola can commence their installation and testing work, which is contractually scheduled to start in July 2017.

▼ Scope

The construction portion of the project scope is uncertain, with locations for six radio tower sites to be determined and further evaluation needed to confirm the usability of 14 other sites.

▼ Schedule

Over half of the sites identified by Motorola have not been usable, delaying the county's leasing, design, and construction work since replacement sites had to be located before these tasks could start.

▼ Budget

The current project budget for designing, leasing, and constructing radio tower sites is based on planning-level estimates prepared in 2013. It has not been revised to reflect what PSERN has learned through early lease negotiations and design activities on usable sites.

Recommendations

We make recommendations to update the project schedule, improve reporting, establish a project baseline, and mitigate risks associated with a construction contracting method the County has chosen.

● = No Current Concerns ▼ = Attention Needed ● = Corrective Action Needed

Table of Contents

1. Schedule Risks.....	1
2. Project Accountability.....	3
3. Work Order Contracting.....	5



King County

Metropolitan King County Council
King County Auditor's Office
Kymber Waltmunson, *King County Auditor*
King County Courthouse
516 Third Avenue, Room W1033
Seattle, WA 98104-3272
206.477.1033 Fax 206.296.0159
Email: KCAO@kingcounty.gov
TTY Relay: 711
www.kingcounty.gov/auditor

Alternative Formats Available Upon Request

I. Schedule Risks

Section Summary

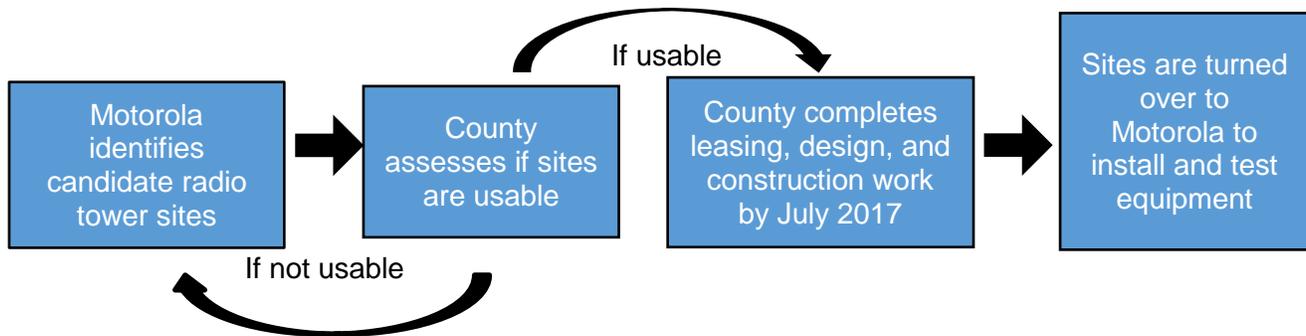
The Puget Sound Emergency Radio Network (PSERN) project has fallen behind on an ambitious schedule to develop tower sites, and it is uncertain if the project team is adequately prepared to manage schedule risks. It is taking longer than planned to locate usable radio tower sites, putting pressure on the July 2017 site readiness date included in the county’s contract with Motorola. It is also taking longer than planned to establish a standard form lease agreement intended to streamline lease approval.

Locating usable radio tower sites is taking longer than planned

It is taking longer than planned to identify usable locations for the 42 radio tower sites needed for the county’s emergency radio network, which could potentially delay project completion. This puts pressure on the July 27, 2017 site readiness date included in the county’s contract with Motorola since locating usable sites is the first step in a tower development process also involving leasing, design, and construction.

Under the terms of its contract with the County, Motorola is responsible for identifying usable tower locations. The project schedule shows this work planned to be completed by mid-May. However, through mid-October, 38 of the locations Motorola identified were found by the County to have unacceptable flaws, such as leasing issues, radio signal problems, and permitting or construction obstacles. At this time, 22 radio tower site locations have been confirmed, 14 locations may be deemed usable after resolving minor issues, and the County is waiting for Motorola to identify replacement sites for six radio tower sites.

Exhibit: Tower construction is dependent on identification of usable sites.



Source: Auditor’s Office Analysis of PSERN documents

The PSERN project team reports that the County has notified Motorola about concerns with its performance and that the difficulties experienced with the candidate sites they identified for the county has caused schedule delays.

I. Schedule Risks

The PSERN project team intends to continue working with Motorola to resolve the site identification issues.

The PSERN project schedule is not detailed enough to assess whether it is still reasonable to accomplish the remaining tasks and achieve the tower site readiness date included in the contract given the progress to date. While the PSERN project team has identified actions it could take to potentially mitigate some of these schedule risks, it is unclear when it intends to take action, and whether the actions will be enough to recover the schedule delay. It is also unclear what impact a delay in radio tower construction would have on the rest of the project schedule.

A standard form lease and County Council approval is critical to meeting schedule

The PSERN project team is also behind schedule in its goal to establish a standard form lease for the tower sites to streamline legal review and County Council approval. The standard form lease was expected to be available for the PSERN project team's use in tower site lease negotiation by June 2015. However, review of the standard form lease is still in process. The PSERN team indicates that developing the standard language has taken longer than expected, involving coordination with numerous county entities and outside consultants, including the Facilities Management Division, Risk Management, the PSERN project staff, the Prosecuting Attorney's Office, outside legal consultants, and council staff. Once the standard lease language is available, the project team should plan time for additional legal review of unique lease language in the event that some property owners require revisions to the standard form lease.

The PSERN project team expects to seek County Council approval for the first batch of tower site leases in February-March 2016 and is actively working with council staff to schedule consideration of leases for approval.

Recommendation I

The Puget Sound Emergency Radio Network project team should revise the project schedule and communicate it to stakeholders before the end of 2015 to include reasonable time to accomplish the remaining tasks necessary to finish tower site construction. The schedule should be based on progress to date and identify the impact on the remainder of the project schedule.

2. Project Accountability

Section Summary

Cost and accountability risks are increased by the PSERN project team’s decision to move forward with a construction contract despite having only preliminary cost estimates and before baselining the project. The project team is relying on preliminary, planning-level cost estimates made two years ago for tower construction, which increases the risk costs will be higher than currently estimated. Given this and other decisions, the PSERN project team should establish a project baseline and improve project documentation to provide the county and its stakeholders with the information necessary to measure the scope, schedule, and budget performance of the project.

Project reporting does not facilitate decision-making or oversight

The PSERN project reporting does not provide the County and its stakeholders with up-to-date status information in a format facilitating decision-making and oversight. Up-to-date status information is especially important given the fast pace of the project and level of uncertainty surrounding the scope and cost of the radio tower construction. For instance, the current cost estimate for tower construction is based on planning-level estimates prepared in 2013 and does not reflect what the project has learned from the site selection process, preliminary lease negotiation, and preliminary design work. Planning-level cost estimates have a high level of uncertainty, increasing the risk that tower construction costs could exceed the current cost estimates.¹

The current schedule and cost reporting that the PSERN project team uses to communicate with project stakeholders and oversight entities does not provide clear and verifiable status updates useful for formulating decisions about certain project elements that are still being worked out. Stakeholder access to clear reporting would also facilitate independent oversight verification that reporting is consistent with more detailed project documentation. This issue has also been identified by the quality assurance consultant retained by the project sponsor. The PSERN project team intends to improve its reporting.

Well organized and verifiable progress reporting would clearly document where actual costs and/or schedules differ from the project plan, show trends, and highlight variances that warrant further attention. Status reporting is especially important given the fast track delivery approach to tower site construction planned for this project and the potential that delays or cost

¹ Planning-level estimates are generally assumed to be uncertain, with actual costs expected in a range from -50 percent to +100 percent of the estimate.

2. Project Accountability

overruns in the early part of the project could impact the overall project outcome.

Recommendation 2

The Puget Sound Emergency Radio Network project team should improve reporting to clearly demonstrate to stakeholders the progress on leasing and constructing radio tower sites. Reporting should show how current cost and schedule forecasts compare to the assumptions used in the preliminary project estimate.

The project team has not established a baseline

The PSERN project team has not yet established a project baseline, creating an accountability risk since no clear basis for evaluating scope, schedule, and budget performance is available. Establishing a baseline for the project scope, schedule, and budget will enhance accountability by providing a performance benchmark that stakeholders and oversight entities can use to evaluate project performance. A baseline is required by county code for capital projects when 30 to 40 percent of the design work is finished.

The Project Review Board, an oversight body for IT projects, does not plan to require the PSERN project team to establish a baseline at this time, because the incremental approach to the design of the individual tower sites makes determining the 30 to 40 percent milestone for this portion of the project work difficult. However, the timing and cost of the Motorola work is now certain and contractually agreed to. The \$112 million contract represents 59 percent of the capital expenditure budget for the project.² The PSERN project team has also contracted for design and construction management consulting services, providing greater cost certainty in those areas. With the information gained from implementation of recommendations 1 and 2 above and the certainty from the Motorola and other contracts, the PSERN project team should soon have adequate information to establish a baseline.

Recommendation 3

The Puget Sound Emergency Radio Network project team should establish and document a project baseline prior to signing any construction contract. The baseline should use the certainties from the Motorola contract, best available information for tower site costs and schedule, and refined estimates of other costs.

² The \$273 million PSERN project budget includes \$189 million for capital expenditures, \$19 million for non-capital expenditures, \$38 million for contingency, and \$27 million for debt financing.

3. Work Order Contracting

Section Summary

The PSERN project team intends to use a fast track approach known as work order contracting for tower site construction which, while providing greater flexibility, also increases the risk of paying more for construction compared to other contracting methods. The PSERN project team plans to use work order contracting to expedite tower site development by contracting in advance then initiating construction incrementally as leasing, permitting, and design work are finished for each site. This contracting method increases cost risk, especially for the PSERN project, since the estimated construction cost is large, the work complex, and the project team has limited experience using it. For sites on federal land, the process to obtain leases is anticipated to take approximately one year, providing sufficient time to finalize designs before bidding.

Work order contracts provide schedule advantages but increase cost risk

Prior work by our office has shown that while a useful tool, the work order contracting approach the PSERN project team plans to use increases the county’s risk of paying more for construction than when using other methods. We published a performance audit on work order contracting on July 7, 2015 and determined this contract type increases the county’s cost risk while offering flexibility and schedule advantages.³

We found that using work order contracts did not always result in the lowest construction cost. It is especially important that the cost risks of work order contracting are considered and mitigated on the radio tower construction for two reasons. First, if done under a single contract for an estimated construction cost of approximately \$20 million, this would be the largest work order contract ever used by the County, with the next largest one being \$3.5 million. Secondly, the PSERN project team has limited prior experience using this contracting approach, increasing the cost risk.

The Finance and Business Operations Division (FBOD) approves use of this method and provides technical assistance during procurement. Ongoing assistance with contract management is not usually provided, unless requested by the project manager. FBOD participated in the PSERN project team’s decision to use work order contracting for this project. Based on FBOD’s involvement with work order contract use across county agencies, it is also in a position to help the PSERN project team manage cost risks. This assistance will be especially important given the scale and complexity of the

³ Work order contracting entails competitively bidding and executing an overall contract using scope and schedule assumptions. Then when designs are finished and permits are in hand, negotiating a price for each individual work order, such as a tower site, based on pricing information from the bid, where applicable.

3. Work Order Contracting

tower construction effort and the PSERN project team’s limited experience with this contracting method.

Recommendation 4

The Finance and Business Operations Division should provide ongoing technical assistance to the Puget Sound Emergency Radio Network project team to help manage the cost risks of any construction work order contracts for this project.

The project team should consider design-bid-build for select sites

The PSERN project could lower cost risk by using traditional design-bid-build contracting on sites with extensive and complex construction or long lead times to obtain leases. For example, at least four of the tower sites are in remote locations that could involve construction of access roads or using helicopters to deliver equipment and materials. At least one site has an estimated construction cost over \$1 million. Costlier or more complex construction work introduces greater cost risk and may require more extensive contractor qualifications than the lower cost or simpler tower sites. Including complex or high cost sites in a work order contract with lower cost and more routine sites could result in increased costs for all of the tower sites in the contract.

Additionally, obtaining leases for sites on federal land is anticipated to take approximately one year. Therefore, the PSERN project team would have ample time to finalize the designs for these sites and procure a construction contractor through a traditional design-bid-build process, avoiding the cost risks of work order contracting without schedule implications.

The benefits and risks of using work order contracting rather than a traditional design first, then bid approach varies for each of the tower sites. The PSERN project team is gaining an understanding of the work needed at each site and FBOD procurement staff has extensive experience with the use of both contracting approaches. This collective knowledge equips them for assessing contracting choices for each disparate site.

Recommendation 5

Before seeking bids on a work order construction contract for the radio tower sites, the Puget Sound Emergency Radio Network project team and Finance and Business Operations Division should evaluate the relative benefits, costs, and risks specific to each site of inclusion in a work order contract or a traditional design-bid-build contract. This evaluation should be documented and result in a recommended approach for each individual site for consideration and approval by the project sponsor.

3. Work Order Contracting

Conclusion

This report focuses on one critical element of the PSERN project and is intended to provide timely recommendations as the project moves forward on construction procurement in the next few months. Our future reports will cover our oversight on the full scope of the PSERN project, including progress on installation and delivery of the radio equipment by Motorola.



King County

**Metropolitan King County Council
Regional Policy Committee**

STAFF REPORT

Agenda Item:	8	Name:	Beth Mountsier
Proposed No.:	2016-B0005	Date:	January 13, 2016

SUBJECT

A briefing and discussion of the potential 2016 priorities for the Regional Policy Committee work plan.

SUMMARY

This briefing will provide an overview of potential priorities for the committee based on some input gathered from committee members in 2015 and follow up with intergovernmental staff for the caucuses. The review is intended provide an additional opportunity for discussion between committee members and provide feedback to the Chair and Vice-chair before a draft resolution for the committee’s work plan is prepared.

BACKGROUND

The Metropolitan King County Charter includes specific language regarding the responsibilities and operation of the Regional Policy Committee (RPC). The RPC is one of three committees formed when voters approved the merger of Metro (transit and wastewater treatment services) and King County. The charter, as amended in 2008 states the following regarding regional committees:

270.30 Powers and Duties.

Each regional committee shall develop, propose, review and recommend action on ordinances and motions adopting, repealing, or amending transit, water quality or other regional countywide policies and plans within the subject matter area of the committee. The subject matter area of the regional policies committee shall consist of those countywide plans and policies included in the committee's work program by a majority of the members present and voting, with no fewer than three and one-half affirmative votes.

The county council shall refer each such proposed ordinance or motion, except those developed and proposed by a regional committee, to a regional

committee for review. The regional committee shall complete review and recommend action within one hundred twenty days or such other time as is jointly established by the county council and the committee, which shall be confirmed in the form of a motion by the metropolitan county council. If the committee fails to act upon the proposed ordinance or motion within the established time limit, the county council may adopt the proposed ordinance or motion upon six affirmative votes. The committee may request, by motion to the county council, additional time for review.

A proposed ordinance or motion that has been reviewed and recommended or developed and proposed by a regional committee may be adopted, without amendment, by the county council by five affirmative votes. If the county council votes prior to final passage thereof to amend a proposed ordinance or motion that has been reviewed or recommended or proposed by a regional committee, the proposed ordinance or motion, as amended, shall be referred back to the appropriate committee for further review and recommendation. The committee may concur in, dissent from, or recommend additional amendments to the ordinance or motion. After the regional committee has had the opportunity to review all county council amendments, final action to adopt any proposed ordinance or motion that differs from the committee recommendation shall require six affirmative votes of the county council.

Each regional committee may develop and propose directly to the council an ordinance or motion adopting, amending or repealing a countywide policy or plan within the subject matter area of the committee. Such proposals must be approved by a majority of the members present and voting, with no fewer than three and one-half affirmative votes. Within one hundred twenty days of introduction or such other time as is jointly established by the county council and the committee, which shall be confirmed in the form of a motion by the county council and the committee, which shall be confirmed in the form of a motion by the county council, the council shall consider the proposed legislation and take such action thereon as it deems appropriate, as provided by ordinance.

The Rules and Order of Business of the Metropolitan King County Council further state:

Regional policies committee work program. The regional policies committee shall establish its subject matter through a work program adopted by a majority of those committee members present and voting, with no fewer than three and one-half affirmative votes, though the work program shall be limited as provided by charter or ordinance, including but not limited to, subsection K¹. of this rule. Once the

¹ K. Role of regional committees.

1. A regional committee shall focus on planning and policy setting in program areas where it has been determined that regional service or facility planning is required and in area where it is agreed the opportunity and need for the planning exist. A regional committee is not responsible for routine review and recommendation on operational and administrative matters such as contracts, budgets, appropriations, and fares and rates, formerly performed by the council of metropolitan Seattle. A regional committee may, however, deal with policies to develop fares and rates within the committee's subject matter area.

work program is adopted, all regional policies and plans related to the subject matter must be referred to the committee by the council.

ANALYSIS

In previous years, the Regional Policy Committee and the Council annually approved a work program for the committee via adoption of a motion. Beginning in 2009, following the voter approved King County Charter revision – the work plan identifying the ‘subject matters’ of the committee has been approved and memorialized by a resolution of the committee. The resolution is then transmitted to the Council Chair.

A resolution for 2016 has not been drafted yet – committee staff is still gathering input from the caucuses representing Sound Cities, City of Seattle, and King County Council.

Below is a preliminary list of the potential priorities and other subjects for briefings, as suggested by committee members and staff thus far. Further discussion and refinement of the priorities is anticipated in the next few weeks as local governments and regional bodies hold retreats and identify issues of importance in the coming year(s).

Priorities for referral of legislation and/or substantive policy discussion

- Solid Waste
 - a. Solid Waste Comprehensive Management Planⁱ
 - b. Solid Waste Transfer and Waste Management Planⁱⁱ
 - c. 2015-16 KC budget proviso reports regarding solid waste management
 - d. Solid Waste Rate Study
- Public Safety Issues, Coordination and Investments, including:
 - a. Puget Sound Emergency Radio Network (PSERN) Emergency Implementation
 - b. Emergency Preparedness and Regional Disaster Planning and Regional Hazard Mitigation Plan
 - c. E-911 – Progress Report and Strategic Planning Process Report
 - d. Managing and/or Mitigation for additional trains carrying oil through King County
- Veteran’s and Human Service Levy
 - review and possible action on annual progress report
 - 2017 Levy Renewal Planning
- Mental Health and Substance Abuse Services, limited to the following areas:
 - a. Recovery and Resiliency-Oriented Behavioral Health Services Plan 2012-2017
 - review and possible action on annual progress report
 - b. Mental Illness and Drug Dependency Action Plan, including revisions to or the new 2017 update to the:
 - Oversight Plan;
 - Implementation Plan; and

- Evaluation Plan
 - review and possible action on annual progress report
- Best Starts for Kids
 - a. Implementation plan relating to the Youth and Family Homelessness Prevention Initiative
 - b. Implementation plan for eligible uses of levy proceeds
- Regional Transportation
 - a. King County Ferry Service Expansion
 - review of final report in response to 2015-16 King County budget proviso report on potential ferry service expansion
 - b. Implementation of Bridges and Roads Task Force Recommendations

Priorities for briefings and discussion by the RPC but not referral of legislation

- Solid Waste
 - a. Solid Waste Interlocal Agreementsⁱⁱⁱ
 - b. Solid Waste proposed tipping fees and rates^{iv}
 - c. Research reports prepared by staff and consultants regarding waste diversion, best management practices (Including organic and construction debris), and related matters
- Public Safety Issues, Coordination and Investments
- Human Services, including:
 - a. Health & Human Services Transformation
 - b. King County's Familiar Faces Initiative
 - c. Communities of Opportunity
 - d. Youth Action Plan Implementation
 - e. Area Plan on Aging 2016 – 2019 Implementation
- Behavioral Health Services, including:
 - a. Changes in state strategies, laws and funding for involuntary commitments and delivery of community-based support services
- Housing and Homelessness –
 - a. All Home Strategic Plan Implementation
 - b. King County Affordable Housing Strategic Plan (December 2015)
 - c. Homeless Management Intake System (HMIS) Coordinated Entry and Assessment
 - d. Safe Parking – Road to Housing and other programs
- Countywide Transportation Planning, including:
 - a. Integrated roads planning and freight mobility
 - b. King County Bridges and Roads Task Force Recommendations

- Updates from countywide Districts and ad-hoc Task Forces, including:
 - a. Flood Control District
 - b. Department of Transportation / Marine Division
 - c. King Conservation District
- Regional and Local Economic Development Plans, including:
 - a. Maintaining Port of Seattle, and Maritime and Industrial sector competitiveness
 - b. Tourism
 - c. PSRC Economic Development District and coordination of King County priorities – Regional Economic Strategy Update
 - d. Reports on economic trends, projections and actions to stimulate job retention and creation
 - e. Education and Workforce Strategies
- Equity and Social Justice Issues
 - a. Inequity in the Justice System
- Stormwater Planning, including NPDES permit implementation collaboration
 - a. King County (and Department of Ecology directed) basin-wide planning for stormwater management
- Ballot issues for 2016 and next 6 years with regard to expiration/renewal dates, amounts, ballot dates

ⁱ RPC acting in its capacity as the Solid Waste Interlocal Forum should make a recommendation on this plan and its policies

ⁱⁱ RPC acting in its capacity as the Solid Waste Interlocal Forum should make a recommendation on any changes or amendments to this plan

ⁱⁱⁱ RPC acting in its capacity as the Solid Waste Interlocal Forum should make a recommendation on interlocal agreements (ILA), but only the Council can approve a new ILA on behalf of King County.

^{iv} RPC acting in its capacity as the Solid Waste Interlocal Forum should make a recommendation on any new tipping fees or rates, but only the Council can approve new fees/rates.