

Position Paper
on
Committee Substitute for
House Bill 164 (HESS)

"An act making special appropriations for health care facilities; and providing for an effective date."

The following is a section by section analysis of Committee Substitute for House Bill 164 (CSHB 164). CSHB 164 combines appropriations for several health care facility projects which had earlier been the subject of separate House Bills.

Section 1 - Kodiak Island Hospital

This section proposes to provide to the Kodiak Island Borough the sum of \$130,000 to purchase three types of equipment and other "necessary" equipment for the Kodiak Island Hospital. The Department of Health and Social Services (DHSS) has recommended approval under the 1122 capital expenditure review program for the offering of the diagnostic ultrasound equipment.

Section 2 - Cordova Community Hospital

This section proposes to provide \$650,000 to the City of Cordova for studies necessary to the renovation/replacement of the Cordova Community Hospital.

DHSS for several years noted deficiencies at Cordova Community hospital. Most of the deficiencies relate to the physical plant of the hospital or are "operating" deficiencies resulting from the constraints of the physical plant built in 1954. Many of the deficiencies have possible impacts upon patient life and safety, therefore, DHSS supports the effort to correct the deficiencies.

Since the 1950's health care has experienced several technological advances which require much more space to be available within hospitals. In 1965 the advent of the Medicare/Medicaid System also increased the need for administrative office space within hospitals. Cordova Hospital has responded to these external influences by changing the use of several rooms within the hospital. Examples of a few of these changes are:

The conversion of the laundry into laboratory space, resulting in the elimination of the laundry.

Changing the use of the surgery recovery room to office space, resulting in the elimination of the recovery room.

Records storage and the maintenance shop space are now scheduled for conversion into a very small (and inadequate) laundry.

The original laboratory space was to become an intensive care room this year, but due to the need for office space this plan has been abandoned.

Inadequate space in the hospital is also evidenced by the stretchers, wheel-chairs, portable x-ray, etc., which are stored in the hallways.

There is little doubt that quality care and treatment are directly affected by the degree to which design accommodates inter- and intradepartmental functions. The time required to deliver immediate, critical care varies widely depending upon facility design. In the case of Cordova Community Hospital (and several other rural Alaskan hospitals) very little of the original functionality remains.

In 1980 the DHSS architect reviewed Cordova Community Hospital and prepared a report of the structural deficiencies noted during the survey. A copy of that report is attached. Due to the severity of some of the noted deficiencies and the age of the facility the department believes a cost/benefit study is needed to determine whether it is more desirable to renovate or to replace the facility. Because the cost of correcting deficiencies at the hospital is not known the department also strongly supports the proposed method of performing the requested studies prior to requesting funding for the project.

CSHB 164 apparently proposes 100% state funding for the studies. DHSS believes that some level of community support and commitment is essential and does not necessarily recommend 100% state funding. The department does, however, believe that substantial state funding will be required for completion of the studies.

Section 3 - Seward General Hospital

This section proposes to provide \$339,200 to the Kenai Peninsula Borough for equipment needs at Seward General Hospital. The DHSS has no knowledge of what specific equipment is proposed for purchase. A section 1122/Certificate of Need review may be required for the purchase of equipment costing over \$100,000.

Section 4 - Naknek Health Clinic

This section proposes to provide \$300,000 to the Bristol Bay Borough for the design and construction of a health clinic in Naknek.

Naknek presently has a small clinic (460 square feet) which accommodates two Alaska Native Health Service Community Health Aides, employed by the Bristol Bay Health Corporation. The clinic is adequate for the two Community Health Aides; however, as the population seems to be growing in this area it would be very desirable for the community to have a larger facility to accommodate other itinerant medical professionals or a full time primary care professional, such as a nurse practitioner or a physician's assistant.

For these reasons, DHSS supports this section of CSHB 164 and offers the following recommendations should the new clinic be built:

- 1) The new clinic should be operated as a general community clinic available for the use of both the Indian Health Service health aide and the Public Health Nurse, and other itinerant medical professionals.

- 2) An architect firm or construction manager should be hired to assure that the new clinic will be constructed to meet applicable codes and standards; including the minimum standards of the U.S. Public Health Service. (See attached circular No. 77-2.)

Section 5 - Petersburg Hospital

This section proposes to provide \$8,000,000 to the city of Petersburg for hospital expansion and improvement.

The Petersburg Hospital has prepared a certificate of need application which seeks approval for the expenditure of funds for construction necessary to correct the deficiencies noted by DHSS. DHSS has not completed its review of that application, but does view the proposed corrections as necessary to the continued operation of Petersburg Hospital.

In 1975 the DHSS architect surveyed the Petersburg Hospital and prepared a report of that survey (attached). The report points out several major areas of structural deficiencies which have a bearing upon patient life and safety. In subsequent years DHSS had expressed increasing concern regarding the deficiencies present at the facility.

\$1,500,000 was appropriated by Chapter 50, Sessions Laws of Alaska, 1980 for renovating the Petersburg Hospital. Subsequent to that appropriation Petersburg Hospital began its preparation of a certificate of need application. As a part of that process an architectural firm was hired to complete a life cycle cost study of the costs/benefits of remodeling the 1954 hospital vs. replacement. That study concluded that it would be more economically feasible to replace the 1954 building and that the costs of either replacement or remodeling would be considerably higher than originally expected.

Most of the comments regarding the functional obsolescence of Cordova Community Hospital given in Section 1 of this analysis also apply to the Petersburg General Hospital.

One of the main concerns which has been raised thus far regarding the Petersburg certificate of need application is the ability of the City of Petersburg to obtain the funds necessary to complete the project. The certificate of need application submitted by Petersburg Hospital includes an architect's estimate of the capital cost to correct the deficiencies as approximately \$7,100,000. Assuming a starting date of spring 1982 for construction and adjusting for inflation (12% for construction) this total project cost would then be approximately \$8,000,000. Since the \$1,500,000 is still available for the project the balance needed should be only \$6,500,000 rather than the CSHB 164 figure of \$8,000,000. CSHB 164 nevertheless apparently proposes 100% state funding for the project. DHSS believes that some level of community support and commitment is essential and does not necessarily recommend 100% state funding. The department does, however, believe that substantial state funding be required for completion of the project.

Section 6 - Wrangell General Hospital

This section proposes to provide \$7,100,000 to the City of Wrangell for hospital expansion and improvement.

Wrangell Hospital has submitted a certificate of need application seeking approval for the expenditure of funds for construction necessary to correct the deficiencies noted by DHSS. DHSS has not reviewed the application in sufficient detail to determine whether all of the construction/remodeling requested in the application is necessary; however, the department has surveyed the facility and noted several areas in the facility which are too small to permit efficient use of the hospital. A copy of draft comments regarding that survey is attached. It is the belief of the department at this stage of review that most of the proposed construction should be completed.

Most of the comments regarding the functional obsolescence of Cordova Community Hospital given in Section 1 of this analysis also apply to Wrangell General Hospital.

The certificate of need application includes an architect's estimated cost for expansion/remodeling of the facility as \$6,820,000. This estimate was determined by an architectural firm following the preparation of site plans and preliminary drawings and is considered to be reliable. Assuming a spring 1982 starting date for construction and adjusting for inflation the \$6,820,000 architect's estimated cost for the project would be increased to \$7,640,000.

Section 7 - South Peninsula Hospital

This section proposes to provide \$4,000,000 to the Kenai Peninsula Borough for hospital expansion and improvement in the South Peninsula Hospital Service District.

During 1980 South Peninsula Hospital, Homer applied to the Department of Health and Social Services for certificate of need approval for the expansion and improvement of the hospital. On October 28, 1980 a Certificate of Need was issued to South Peninsula Hospital for basically the following activities:

- 0 Increase the acute care capacity from 13 to 26 beds;
- 0 Increase the long-term care bed capacity from 4 to 15 beds;
- 0 Expand the laboratory area from 240 sq. ft. to 1200 sq. ft.;
- 0 Expand the physical therapy dept. from 250 sq. ft. to 800 sq. ft., and
- 0 Provide additional medical office space for 5 physicians.

The application also proposed the construction of a shelled-in space to meet the projected 1990 need. The development of the shelled-in space had not been projected and alternative architectural solutions had not been explained in sufficient detail for an evaluation of this portion of the project to be made by the Division of State Health Planning and Development. For this reason the Certificate of Need was issued under the condition that the projected development of the shelled-in space and an evaluation of alternative architectural solutions be submitted to the department demonstrating that the proposed shelled-in space is a cost-effective and reasonable solution to meet the needs demonstrated in the application.

The maximum capital expenditure which was approved under the Certificate of Need was \$6,472,300. Since a year will have passed since the issuance of the Certificate of Need and the beginning of construction, this figure could be increased by 15% to \$7,443,145. The amount proposed by CSHB 164 is within the approved amount, therefore, DHSS has no objection to this section of CSHB 164 -- providing that the required alternative architectural solutions are submitted to the Department or the scope of work is reduced to exclude the construction of the proposed shelled-in space.

Position Paper
on
Committee Substitute for
House Bill 164 (HESS)

Recommended by: Phoebe A. Lindsey
Phoebe A. Lindsey, Director
Division State Health
Planning & Development

Date: May 18, 1981

Approved by: Helen D. Beirne
Helen D. Beirne
Commissioner

Date: 5/22/81

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST
 Bill/Resolution No. CSHB 164
 Title "An Act making special appropriations for health care facilities, and *
 Requested by Finance Date 4/21/81

* providing for an effective date."

II. FISCAL DETAIL
 Agency Affected Health and Social Services
 Program Category Affected Health
 BRU, Program, or Subprogram(s) Affected _____
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)
EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		\$56,818	\$56,818			
200 TRAVEL		4,200	4,200			
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		\$61,018	\$61,018			

FUNDING (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
GENERAL FUND		0	0			
FEDERAL FUNDS		0	0			
OTHER (Specify Fund Source)		0	0			

POSITIONS

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
FULL TIME		1	1			
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

DHSS now has one architect and economist on staff who assist communities in planning health care facilities which will be cost-effective, functional and will meet State and Federal requirements. These two positions are involved in the planning, design and construction phases of health facility construction. Some examples of cost savings resulting from the participation of these employees are evident in health facility projects planned for Sitka and Palmer.

In Sitka the participation of these employees in the planning and design phases resulted in the deletion of an underground tunnel and renovation of portions of the original facility from the project. Both items were found to be less cost-effective than alternative solutions. The estimated capital savings on the Sitka project as a result of the State assistance is \$2 million.

(continued next page)

IV. DATE May 11, 1981 PREPARED BY Phyllis A. Lindsey
 AGENCY DHSS
 PHONE 3038
 Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named) M&B Approval D. Mason Anderson Date 5/22/81

Continuation of Fiscal Note Analysis for CSHB 164

In Palmer the community had originally planned to renovate the existing hospital and then construct a new hospital in five to seven years. Through the participation of the DHSS economist and architect the decision has been reached to not renovate the existing facility and to proceed with planning for the new facility. The estimated capital cost savings on this project is \$3 million.

Similar examples of operating cost savings resulting from improved functional design recommended by DHSS also exist.

Achievement of these cost savings requires many hours of work, particularly on behalf of the architect. DHSS is aware of several other large health care facility construction projects which are planned for the near future. Although the fiscal note shows a need for the additional architect position for only two years as a result of the hospital projects mentioned in CSHB 164 a need for the position is expected to continue due to other projects which are planned for the future.

Original sponsors: Zharoff and Anderson

Offered: 4/21/81
Referred: Finance

Funding Information

General Fund \$20,519,200
Other Funds -0-
\$20,519,200

1 IN THE HOUSE

BY THE HEALTH, EDUCATION AND
SOCIAL SERVICES COMMITTEE

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CS FOR HOUSE BILL NO. 164 (HESS)

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IN THE LEGISLATURE OF THE STATE OF ALASKA

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TWELFTH LEGISLATURE - FIRST SESSION

5

A BILL

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For an Act entitled: "An Act making special appropriations for health care facilities; and providing for an effective date."

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BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9

* Section 1. The sum of \$130,000 is appropriated from the general fund for payment as a grant to the Kodiak Island Borough for purchase of an ultrasound unit, a portable X-ray machine, cardiac monitors, and other necessary equipment for the Kodiak Island Hospital.

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* Sec. 2. The sum of \$650,000 is appropriated from the general fund for payment as a grant to the City of Cordova for a feasibility study to determine if the present health care facility should be renovated or if a new health care facility should be built and for the costs of design and engineering reports and for application for a certificate of need if the study concludes that the new facility should be built.

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* Sec. 3. The sum of \$339,200 is appropriated from the general fund for payment as a grant to the Kenai Peninsula Borough for equipment needs at the Seward General Hospital.

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* Sec. 4. The sum of \$300,000 is appropriated from the general fund for payment as a grant to the Bristol Bay Borough for design and construction of a health clinic in Naknek.

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* Sec. 5. The sum of \$8,000,000 is appropriated from the general fund for payment as a grant to the City of Petersburg for hospital expansion and improvement.

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* Sec. 6. The sum of \$7,100,000 is appropriated from the general fund for payment as a grant to the City of Wrangell for hospital expansion and

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1 improvement.

2 * Sec. 7. The sum of \$4,000,000 is appropriated from the general fund
3 for payment as a grant to the Kenai Peninsula Borough, for the South
4 Peninsula Hospital Service District for hospital expansion and improvement.

5 * Sec. 8. The appropriations made by this Act shall be disbursed in
6 accordance with AS 37.05.315.

7 * Sec. 9. This Act takes effect immediately in accordance with AS 01.-
8 10.070(c).

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Funding Information
General Fund \$64,000
Other Funds -0-
\$64,000

Introduced: 2/17/81
Referred: Health, Education &
Social Services and Finance

1 IN THE HOUSE

BY ZHAROFF AND ANDERSON

2

HOUSE BILL NO. 164

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IN THE LEGISLATURE OF THE STATE OF ALASKA

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TWELFTH LEGISLATURE - FIRST SESSION

5

A BILL

6

For an Act entitled: "An Act making a special appropriation for equipment
7 for the Kodiak Island Hospital; and providing for an
8 effective date."

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BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

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17 10.070(c).

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POSITION PAPER
ON
HOUSE BILL 164

"An Act making a special appropriation for equipment for the Kodiak Island Hospital; and providing for an effective date."

This bill proposes to provide to Kodiak Island Borough the sum of \$64,000 to purchase three types of equipment for that facility.

The Department has recommended approval under the 1122 capital expenditure review program for the offering of the diagnostic ultrasound equipment.

The Department has also noted in earlier reports to the Legislature the need for assistance to small rural hospitals in particular for operating costs. Increased assistance may be possible through municipal assistance grants or increased health facility revenue sharing levels. It is recognized that communities may also seek specific appropriations as is posed by House Bill 164.

On the basis of the Department's recommendation that diagnostic ultrasound be added as a service in Kodiak, the Department has no objection to the provision of equipment funds by the Legislature.

Recommended by: Phoebe A. Lindsey
Phoebe A. Lindsey, Director
Division of State Health
Planning and Development

Date: March 12, 1981

Approved by: Helen D. Beirne
Helen D. Beirne
Commissioner

Date: 3/12/81

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST
 Bill/Resolution No. House Bill 164
 Title "An Act making a special appropriation for equipment for the Kodiak Island Hospital;*
 Requested by Department of Health & Social Services Date March 4, 1981
 * and providing for an effective date."

II. FISCAL DETAIL
 Agency Affected Department of Health & Social Services
 Program Category Affected Health
 BRU, Program, or Subprogram(s) Affected _____
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)
EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		0				
200 TRAVEL		0				
300 CONTRACTUAL		0				
400 COMMODITIES		0				
500 EQUIPMENT		0				
600 LAND & STRUCTURES		0				
700 GRANTS, CLAIMS, ETC.		0				
TOTAL		0				

FUNDING (Thousands of Dollars)

GENERAL FUND		0				
FEDERAL FUNDS		0				
OTHER (Specify Fund Source)		0				

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

This bill does not directly impact the Division of State Health Planning and Development

IV. DATE March 5, '81 PREPARED BY Phoebe A. Lindsey
 AGENCY DHSS - Div. of State Health Planning & Development
 PHONE 465-3037
 Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named) M&B Approval H. Haaland Date 3/6/81

COMMITTEE REPORT

HOUSE

4/21/81

(11)

FURTHER:

Date: _____

Mr. Speaker:

The Committee on FINANCE has had HB 164

"An Act making a special appropriation for equipment for the Kodiak Island Hospital; and providing for an effective date."

under consideration and reports it back as follows:

- [] do pass [] do not pass
- [] do pass with attached amendments(s)
- [] replace with CS for _____ [] same title
[] new title
- and recommends _____
- [] AND attaches a "Letter of Intent" [] New Fiscal Note
- [] reports it back without recommendation
- [] referred to the _____ Committee

MEMBERS SIGNING
DO PASS

MEMBERS HAVING
OTHER RECOMMENDATIONS:

CHAIRMAN

COMMITTEE REPORT

HOUSE

4/21

2/17/81

FURTHER: FINANCE

(5)

Date: April 16, 1981

Mr. Speaker:

HEALTH, EDUCATION &
The Committee on SOCIAL SERVICES has had HB 164

"An Act making a special appropriation for equipment for the Kodiak Island Hospital; and providing for an effective date."

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for HR 164 (Ness) same title
 new title
- and recommends it do pass
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation
- referred to the _____ Committee

MEMBERS SIGNING

DO PASS

MEMBERS HAVING

OTHER RECOMMENDATIONS:

Don Clocher
Bette Cato
J. Duncan
Mike Beine

Terry Martin - Do not pass
unless amended.

Don Clocher
 CHAIRMAN

Requer
12-0672

Original sponsors: Zhareff and Anderson

Offered: 4/21/81
Referred: Finance

Funding Information

General Fund	\$20,519,200
Other Funds	-0-
	<u>\$20,519,200</u>

BY THE HEALTH, EDUCATION AND
SOCIAL SERVICES COMMITTEE

1 IN THE HOUSE

2 CS FOR HOUSE BILL NO. 164 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 TWELFTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act making special appropriations for health care
7 facilities; and providing for an effective date."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. The sum of \$130,000 is appropriated from the general fund
10 for payment as a grant to the Kodiak Island Borough for purchase of an
11 ultrasound unit, a portable X-ray machine, cardiac monitors, and other
12 necessary equipment for the Kodiak Island Hospital.

13 * Sec. 2. The sum of \$650,000 is appropriated from the general fund for
14 payment as a grant to the City of Cordova for a feasibility study to deter-
15 mine if the present health care facility should be renovated or if a new
16 health care facility should be built and for the costs of design and
17 engineering reports and for application for a certificate of need if the
18 study concludes that the new facility should be built.

19 * Sec. 3. The sum of \$339,200 is appropriated from the general fund for
20 payment as a grant to the Kenai Peninsula Borough for equipment needs at the
21 Seward General Hospital.

22 * Sec. 4. The sum of \$300,000 is appropriated from the general fund for
23 payment as a grant to the Bristol Bay Borough for design and construction of
24 a health clinic in Naknek.

25 * Sec. 5. The sum of \$8,000,000 is appropriated from the general fund
26 for payment as a grant to the City of Petersburg for hospital expansion and
27 improvement.

28 * Sec. 6. The sum of \$7,100,000 is appropriated from the general fund
29 for payment as a grant to the City of Wrangell for hospital expansion and

1 improvement.

2 * Sec. 7. The sum of \$4,000,000 is appropriated from the general fund
3 for payment as a grant to the Kenai Peninsula Borough, for the South
4 Peninsula Hospital Service District for hospital expansion and improvement.

5 * Sec. 8. The appropriations made by this Act shall be disbursed in
6 accordance with AS 37.05.315.

7 * Sec. 9. This Act takes effect immediately in accordance with AS 01.-
8 10.070(c).

Asper
12-0672

Funding Information
General Fund \$64,000
Other Funds -0-
\$64,000

Introduced: 2/17/81
Referred: Health, Education &
Social Services and Finance

1 IN THE HOUSE

BY ZHAROFF AND ANDERSON

2 HOUSE BILL NO. 164

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 TWELFTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act making a special appropriation for equipment
7 for the Kodiak Island Hospital; and providing for an
8 effective date."

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16 * Sec. 3. This Act takes effect immediately in accordance with AS 01.-
17 10.070(c).

ALASKA STATE LEGISLATURE

TWELFTH Legislature FIRST Session

HOUSE BILL NO. 164

By ZHAROFF AND ANDERSON

"An Act making a special appropriation for equipment for the Kodiak Island Hospital; and providing for an effective date."

Spec appro, Kodiak Island Hospital

Introduced in the House .. 2/17..., 19. 81

HISTORY IN THE HOUSE

19 81
Read first time and referred to Committee on

Feb 17 HESS and Finance

Reported back with recommendation that

Read second time and

Read third time and

PASS	Effective Date
Yeas	Yeas
Nays	Nays
Absent	Absent
Excused	Excused

Reconsideration

PASS	Effective Date
Yeas	Yeas
Nays	Nays
Absent	Absent
Excused	Excused

Reported correctly engrossed
Signed by Speaker
Sent to Senate

CHIEF CLERK OF THE HOUSE

HISTORY IN THE SENATE

19
Read first time and referred to Committee on

Reported back with recommendation that

Read second time and

Read third time and

PASS	Effective Date
Yeas	Yeas
Nays	Nays
Absent	Absent
Excused	Excused

Reconsideration

PASS	Effective Date
Yeas	Yeas
Nays	Nays
Absent	Absent
Excused	Excused

Reported correctly engrossed
Signed by President
Returned to House

SECRETARY OF THE SENATE

HISTORY IN THE HOUSE

19
Received from Senate

Concurred in Senate amendment thus adopting:
VOTE

Failed to concur in Senate amendment; asked Senate to recede
VOTE

Senate receded from amendment
VOTE

Senate failed to recede from amendment
VOTE

CC appointed by House

CC appointed by Senate

CC adopted by House
VOTE

CC adopted by Senate
VOTE

To enrolling
Reported correctly enrolled
Sent to Governor

..... by Governor

Filed with Lt. Governor

Chapter No.