

## **City of Condon Broadband Partnership Request for Proposals**

### **August 3, 2016**

The City of Condon believes that universal access to reliable, affordable high-speed internet access services in our community is essential for our City's economic vitality and quality of life. Broadband has transformed the ability to communicate, participate, create, educate, inform, and drive economic and community development. It is the function of government to provide essential services to the community, and the City believes broadband is an essential service on par with electricity, telephone, sewer and water services.

A July 28, 2015 map of the State of Oregon shows that Gilliam, Sherman and Wheeler counties are the only three counties in the state where residents are unable to subscribe to 25 megabytes of service. This lack of access to high-speed internet service inhibits the ability of residents and businesses to perform even basic business, education and health related tasks within our community. The City of Condon is committed to providing strong leadership and an eager customer base in working to create a successful public/private partnership to ensure access to this essential service.

On April 6, 2016, the City adopted its Broadband Adoption and Utilization Strategic Plan. (See Exhibit A.) The Plan reflects the City's vision of leveraging current regional technology planning efforts in broadband infrastructure and City investment in public and private partnerships to meet the City's goal of universal access to affordable high-speed internet access. The City has already begun taking steps to meet its goals, including driving demand through education and public outreach and taking action toward universal digital literacy. The next step in achieving the goals articulated in the Plan is to establish partnership(s) to bring the necessary broadband infrastructure and services to our community.

The overall goals of this partnership include:

- Availability of high-speed fiber broadband service to all Condon homes and businesses within a relatively short timeline;
- Availability of this service at the lowest possible cost;
- Availability of fiber to wireless towers or other facilities to improve wireless service;
- An open network in which any provider of digital content or services is encouraged to use the network to offer IP-based services to residents and businesses, with no bandwidth limitations imposed on any content provider.

### The Request for Proposals

This RFP is intended to solicit proposals to allow the City to select a partner that will best enable the City to achieve the above-stated goals. The City seeks one or more partners to enable or

directly provide high-speed broadband services over a fiber network to end users within the City.

The City is open to creative solutions that will maximize investment while providing reliable and high-quality services to meet its residents' and businesses' needs, and thus has structured this RFP with a high degree of flexibility to allow each proposer to create a proposal that reflects their particular qualifications, including existing infrastructure in or near the City. The City welcomes proposals from all prospective partners, including incumbent service providers, competitive providers, nonprofit organizations, public entities, and entities that are not traditional Internet service providers. Proposers may work together to respond to this RFP.

The City understands that some proposers may have existing assets in or near the City that could be leveraged for this project. Those assets could be middle-mile fiber, last-mile fiber, or both. Given the likelihood of disparate ownership of or access to existing assets, the City will consider proposals that are limited to middle-mile fiber or last-mile fiber; however, the City has a strong preference for a complete solution that will meet the goals of this RFP.

The City will partner with the selected proposer(s) by contributing resources that may include funds for infrastructure costs, staff support and services, and/or other innovative arrangements that enable the City and its partner(s) to achieve the goals stated in this RFP. The City will consider a range of construction, operation, and ownership models, provided that the network remains an open network with non-discriminatory access to all users, service providers, content providers, and application providers. Proposals may include more than one model. Proposers should make an effort to articulate the City contributions it would anticipate for each proposed model and, if applicable, how varying levels of contribution would impact the model. For example, a proposal may include commitments to specified rates for a number of years, with the rates and length of commitment dependent upon the City's contribution, or City ownership interest in the network that varies depending on the City's contribution.

#### Decision Process

The City will evaluate responses based on the proposers' experience, how well the responses address the City's goals, how the proposed business model balances and shares risks and rewards, and other factors. The evaluation may include meetings or follow up phone conference calls with proposers to clarify information. The outcome of this process is anticipated to be a recommendation to the Condon City Council, provided that City staff determines one or more proposals adequately meet the goals stated in this RFP. The Council will have ultimate decision-making authority, and will be free to accept the recommendation, select another proposal or reject all proposals. If a proposal or proposals is accepted, the Council will direct staff to work with the selected proposer(s) to negotiate a formal agreement.

If the negotiations reach an impasse, the City reserves the right to begin negotiations with the next highest-rated proposer as determined by the Council.

The Council, in one or more public meetings with the opportunity for public comment, will review the agreement, possibly suggest changes subject to mutual agreement of the parties,

and ultimately authorize the City Administrator to sign a final agreement. The City's goal is to have this process completed by the end of 2016.

To Submit a Proposal

Proposals will be accepted through **4:00 p.m. on Monday, September 26, 2016**. Please submit the proposal as attachments to an e-mail sent to:

Kathryn Greiner, City Administrator, cityofcondon@jncable.com

The proposals will be considered public documents. The City does not believe the RFP requires submission of trade secrets or proprietary information; however, if a proposer believes that such information is important to provide in its proposal, such information may be submitted in a separate sealed envelope clearly marked "Confidential Information Submitted by [Company Name and Contact Person] in Support of Broadband Partnership Proposal" and the City will make a good-faith effort to protect such information from public disclosure, subject to Oregon Public Records Laws. However, the City disclaims liability for disclosure or damages arising therefrom. Unless clearly marked and submitted as provided in this paragraph, all submitted materials are a matter of public record and will not be kept confidential.

Checklist of items to be submitted as part of your proposal:

1. Cover letter. Please include company name, address of corporate headquarters, address of nearest local office, contact name for response, that person's contact information (address, phone, cell, email, other), and any other relevant information that is not otherwise included in the items listed below.
2. Business Model Summary. Summarize the business model you intend to use for the partnership. This should be a concise explanation of the key components of your business model, including but not limited to the division of network and operations responsibility and ownership.
3. Experience. Provide a statement of experience discussing past performance, capabilities, and qualifications. Identify other networks your firm has designed, built, maintained, or operated; include the levels of broadband speed, availability, and adoption among different categories of end users and unique capabilities or attributes. Discuss any partnerships with other service providers, government, or nonprofit entities you have undertaken. Describe the nature of the projects and your firm's role. For entities currently providing communication services in or near Condon, describe your current service footprint in the City, including a description of the type of infrastructure and services you currently offer and the technology platform(s) used.
4. Proposed Network. Please describe, using plain English understandable to a layperson, the basic features of your proposed network, and what features make it especially suitable to Condon. Provide a proposed network diagram differentiating overhead and underground facilities and any other details to assist the City in understanding the proposal.

5. Maintenance. If you are proposing to perform fiber network maintenance, describe your ability to perform maintenance on an ongoing and as-needed basis. Provide estimates of the operating cost of maintaining the fiber optic outside plant for a citywide fiber network and include your main assumptions. If you are not performing maintenance, who is?
6. Services. Describe any service options you plan to offer over this network (e.g., data only; voice and data; a triple play of voice, data, and cable television; etc.). What download/upload or symmetrical speeds would you offer and guarantee to end users? How will your residential and business offerings differ?
7. Pricing. Provide your approach to pricing the proposed services.
8. Open Access. If you currently operate communications facilities, indicate whether they are operated on an open-access basis. Describe whether and, if so, how you would support open access to infrastructure in the City.
9. Schedule. Describe your proposed schedule for implementing service. Offer a timeline with key milestones. Would you be able to begin service before the entire network is constructed?
10. Financing and Funding. Describe how you intend to finance the network build-out. List any requirements the City must meet for you to partner with the City on this project.
11. References. Provide a minimum of three (3) references, including contact information, from previous contracts, partnerships or other relevant arrangements.

#### System Construction Assumptions

1. The City's Public Works Department will set standards for street cuts and restoration, and will provide expedited inspections. No separate permits necessary; all right-of-way management issues will be covered in a final agreement. The City will make available as-constructed drawings for city-owned utility infrastructure upon request, and locates will be provided as needed.
2. The City may provide land or space in City-owned buildings at no charge for network facilities. City-owned land options are limited; prospective partners might choose instead to purchase or lease a more suitable location. City design review standards and processes will apply.
3. Agreement will cover appearance (size, color, approximate numbers and location) of cabinets and pedestals. City will ask contractor to be proactive in working with property owners on placement of pedestals to the extent practical. Property owners should have option (at their expense and if practical) for underground pedestals.
4. Network must be designed to serve 100% of city homes and businesses. Network backbone should be constructed within one-quarter mile of all homes and businesses. Build-out of a neighborhood can, however, be conditioned on a set threshold of homes

committing to connect. Only homes and businesses within the city limits will be connected.

5. Aerial service is allowed, but not required, in areas where wired utilities are aerial.
6. Micro-trenching and plowing are not outright prohibited, but are subject to approval by the City on a case-by-case basis.
7. The Optical Network Terminal should be installed in the home at a point of the customer's choosing. An externally-mounted ONT may be proposed, as long as the installation includes an Ethernet connection and router inside the house.
8. The Open Network envisioned here assumes that other digital services will be IP-based, and not based on use of dark fiber to the premises to provide proprietary service such as broadcast TV.

#### Clarification or Requests for Further Information on the Request for Proposals

If critical information is needed but not provided in this RFP, or if sections of the RFP are unclear or ambiguous, please either send an e-mail or call Kathryn Greiner at [cityofcondon@jncable.com](mailto:cityofcondon@jncable.com), 541.384.2711. Responses to good questions will be shared with all potential proposers at <http://cityofcondon.com/fiber/>. Q&A will be cut off will be September 16, 2016.



EXHIBIT A



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# Broadband Adoption & Utilization Strategic Plan

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# 2016

April 6, 2016

By Condon City Council

PO Box 445 -- 128 S. Main Street -- Condon -- Oregon 97823

## **BROADBAND VISION STATEMENT**

Our strategic plan is for the City of Condon to leverage current regional technology planning efforts in broadband infrastructure and City investment in middle-mile fiber to enhance our city's economic vitality and quality of life through public and private partnerships.

## **CONDON'S BROADBAND STRATEGIC GOALS**

1. Increase availability and awareness of high quality broadband services throughout Condon by driving demand through education and public outreach.
2. Close the digital divide in our community: Take actions towards universal digital literacy and access to affordable, robust broadband connections.
3. Improve to education and health outcomes by leveraging on-line opportunities.
4. Increase the number of new businesses entering the city and retain existing businesses through expansion of a technically fluent workforce.

## **OVERVIEW**

*"Like electricity a century ago, broadband is a foundation for economic growth, job creation, global competitiveness and a better way of life. It is enabling entire new industries and unlocking vast new possibilities for existing ones. It is changing how we educate children, deliver health care, manage energy, ensure public safety, engage government, and access, organize and disseminate knowledge."*

*--The Federal Communications Commission released America's Plan*

In November 2015 the City of Condon Council appointed a "Fiber Committee" to investigate providing broadband capabilities within the City. The Committee forged forward with the goal of providing fast, affordable and reliable broadband that would be available to every resident and business.

Broadband has transformed the ability to communicate, participate, create, educate, inform, drive economic and community development and has become as essential as telephone and electricity.

It is the function of government to provide essential services within a community. In 2015 the Federal Communications Commission elevated broadband to an essential service, now on par with electricity, sewer and water. A July 28, 2015 map of the State of Oregon shows that Gilliam, Sherman and Wheeler counties are the only three counties in the state where residents are unable to subscribe to 25 megabytes of service. This inhibits the ability to perform even basic business, education and health related tasks within our community. The City of Condon is committed to providing strong leadership and an eager customer base in working to create a successful public/private partnership to that end.

## **THE STRATEGIC PLANNING PROCESS**

The strategic broadband plan was completed with input from Condon city councilors, local business representatives, the regional schools Superintendent, health services leaders to develop the following goals and strategies to obtain goals. Due to the small size of Condon several individuals have ties to more than one of the groups that participated – teacher is also an EMT, etc.

## **Goal #1 - Increase availability and awareness of high quality broadband services throughout Condon by driving demand through education and public input**

### **Our Priority Action Agenda**

1. **Explore partnerships with public or private entities to assist with the fiber middle mile to make broadband affordable and accessible.** Leverage other funds to assist with construction of middle-mile to control costs to service providers and ultimately customers.
2. **Drive demand for service through education and marketing the impacts and benefits of broadband.** Education is key to ‘unlocking’ latent demand for service, that would help make the business case for extending more capacity and services throughout the city.
3. **Explore partnerships to focus on demand activation and last mile accessibility.** Leverage other infrastructure, such as fiber assets owned by local power companies, telecommunications carriers, and local, state and federal government, to reduce cost of deployment through smart partnering and incentives.
4. **Explore all possibilities for leveraging existing public and private infrastructure to bridge rural last mile gaps.** The rural access problem is not limited to the City of Condon but exists in most rural areas of Oregon and in many rural areas across the nation.

### **Our Implementation Strategy**

- Encourage competition to provide affordable, fast broadband service through private or governmental internet service providers with no bandwidth limitations imposed on any content provider.
- Drive ‘high capacity utilization’ by businesses through education about web conferencing, video sharing, use of social media and other ‘power’ uses of the internet for marketing and business development.
- Share fiber/broadband survey results with public and private entities that may provide broadband.
- Work with public and private resources to obtain funds to assure a “buy-in” on middle mile for the lowest possible cost.
- Form a cooperative effort to drive marketing and education on a public-private partnership basis to encourage adoption of broadband throughout the region.

### **Long Term Strategies**

- Advocate for local policies or programs which extend rural broadband service to South Gilliam County residents.

- Partnership or pilot project with Oregon Public Broadcasting, Oregon Broadband Advisory Committee and Oregon **Broadband DD** to demonstrate a rural broadband project.

## **Goal #2 - Close the digital divide in our community: Take actions towards universal digital literacy and access to affordable, robust broadband connections**

### **Our Priority Action Items**

- **Develop and promote a policy for access to broadband in Condon and surrounding areas.** Establish a “broadband access for all” principle, which will guide policy and determine actions that might provide both affordability programs and initiatives to incentivize or subsidize development of rural broadband infrastructure.
- **Deploy an effective public awareness and outreach campaign that articulates broadband benefits and value proposition.** This outreach can draw on many sources for content, including the library system, OSU Extension Service, local government, Condon School District and Small Business Development Center (SBDC).
- **Establish partnerships to provide digital literacy training. Develop a community based Technology Users Group with the mission of helping others, “neighbor-to-neighbor”, with broadband/technology utilization skills.** Develop agreements with service providers, computer support service providers, coffee shops, Library, chamber and others to distribute the outreach materials. These materials should include specific information (how to set a password, how to check e-mail, how to use a browser, how to set up tablet or smart phone). Develop skills centers within libraries, computer labs at schools, “after school” programs, and at other locations to offer access to devices and support for use of broadband technologies.

### **Our Implementation Strategy**

- Bring potential funding partners together for the development of a broadband adoption partnership to help implement recommendations in a public space such as the Gilliam County Public Library where residents can “test drive” high speed broadband.
- Enhance the Gilliam County Public Library’ and Condon School District’s digital literacy program capabilities by seeking funding resources and exploring new partnerships for building technology enrichment.
- Using recommendations of civic and education partners, explore the feasibility of an expanded City hosted, whether public or private sector provided. Wi-Fi network availability through public hotspots or community use facilities.

### **Long Term Strategies**

- Stay current with future developments in broadband technology.
- Improve cellular service through future technology including 5G cellular technology.

## **Goal #3 - Improve health and education outcomes by leveraging telehealth and online learning.**

Broadband is ushering in new modalities of education and health services. Health care services including vital signs, medication management, and face-to-face consultations between patients and doctors will be

possible over a broadband link. Seniors won't have to travel to a doctor's office to be monitored. Consultations with major medical centers in other cities will be possible without having to leave Condon. On the education front, students will be able to take courses from educational institutions anywhere in the world over broadband. Virtual schools are developing and educating students today in Oregon, and throughout the country. Distance education is a significant part of the state's 40-40-20' educational goals and Oregon State University wants to provide on-line courses in partnership with their Extension offices and have a state-wide campus. Schools need at least one gig of service to provide the bandwidth for programs and distance learning.

### **Our Priority Action Items**

1. **Establish a policy to get broadband access to every address to support healthcare service delivery.** Work with the State, health care providers, insurers and others to actively promote service delivery via broadband.
2. **Establish a public/private consortium for collaboration and sharing best practices across the healthcare sectors.** Involve health care providers and state agencies to work together to address the policy/protocol issues holding back service delivery over broadband. These issues include federal privacy standards, lack of affordable broadband services and user devices, and lack of organizational skills and programs to offer on-line services.
3. **Initiate a pilot program to test assumptions and develop best practices for using broadband to improve healthcare outcomes.** Establish a cross-sector pilot project to demonstrate the education benefits of broadband adoption and to advance demand for these services within the city.
4. **Establish a policy to get broadband access to every address to support education service delivery.** Work with the state, health care providers, insurers and others to actively promote service delivery via broadband.
5. **Establish public/private consortium for collaboration and sharing best practices across the education sectors.** Involve educational institutions and state agencies to work together to address the policy/protocol issues holding back service delivery over broadband. These issues include lack of affordable broadband services and user devices and lack of programs to offer on-line services.
6. **Initiate a pilot program to test assumptions and develop best practices for using broadband to improve educational outcomes.** Establish a cross-sector pilot project to demonstrate the education benefits of broadband adoption and to advance demand for these services in the city.

### **Our Implementation Strategy:**

- Involve South Gilliam County Health Clinic, Oregon Health Network, Mid-Columbia Medical Center, Gilliam County and other service organizations in framing a city-wide access policy to insure service is available and affordable to all homes, businesses and schools.
- Convene Information Technology professionals from all of the agencies mentioned above, as well as regional business IT professionals to identify best practices, standards and learning resources that can be put to use in promoting access to broadband.

- Involve Condon School District, North Central Education Service District, Gilliam County, Columbia Gorge Community College, Blue Mountain Community College, Eastern Oregon University and Oregon State University and any other educational institutions in framing a regional access policy to insure service is available to all homes, businesses and schools.
- Convene IT professionals within the organizations mentioned above and independent IT professionals that service the City of Condon and surrounding regions.
- Develop demonstration pilot projects including: Broadband access at Gilliam County Public Library and Condon School by offering on-line classes for school-age and adult learner.

**GOAL #4 – Increase the number of new businesses entering the city and existing business retention and expansion by creation of a technically fluent workforce.**

Adequate, high capacity broadband is essential to businesses large and small, to teleworkers and to Gilliam County’s important agriculture sector. High quality, high capacity broadband service will enable small businesses to flourish, and attract skilled workers and entrepreneurs to Condon. Quality of life is why people choose to live in Condon but many are prevented from building home businesses or telecommuting due to a lack of broadband service. Service has improved in the area in the last several years, though as more customers want more bandwidth it has gotten difficult if not impossible to get enough capacity to run a business efficiently. Broadband needs to be ubiquitously available to optimize economic development. Wireless broadband sufficient for agriculture applications is unavailable. Agriculture uses require a “big/fast mobile pipe” that is a “threshold above the norm”. Cell phone uses are also limited by the amount of data that can be sent over the current networks. Committee members want to incentivize telecommuters, new small to medium businesses and assist current business with the ability to have affordable, fast broadband. The City of Condon has inexpensive land and home prices, slow paced lifestyle and a safe environment to live while you telecommute. More part-time residents would spend more time and money in Condon if broadband service were affordable and available to them.

**Our Priority Action Agenda:**

1. **Provide collaboration on increasing adoption rates by establishing access “hubs”.** “Hubs” are single locations that have high speed broadband connections and that are open to the public. By establishing hubs we can expose more residents to using broadband. It is important to involve broadband providers in the effort to increase adoption by working with them to establish the neighborhood hubs along with education efforts on broadband benefits and skills.
2. **Recruit and support local entrepreneurs in technology fields to start or expand businesses in the city.** Develop partnerships to increase business awareness to broadband-linked opportunities, to assist with adoption and utilization skills, and to make technology more accessible to small business.
3. **Expand county wide collaboration within Gilliam County on broadband training, adoption and rural access initiatives.** Most likely partnerships are between the cities of Condon, Arlington, Lonerock and rural Gilliam County residents.

