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Details: Public hearing, 9/23/2009, on broadband mapping

(FORM UPDATED: 08/11/2010)

WISCONSIN STATE LEGISLATURE ... PUBLIC HEARING - COMMITTEE RECORDS

2009-10

(session year)

Senate

(Assembly, Senate or Joint)

Committee on ... Rural Issues, Biofuels, and Information Technology (SC-RIBIT)

COMMITTEE NOTICES ...

- Committee Reports ... **CR**
- Executive Sessions ... **ES**
- Public Hearings ... **PH**

INFORMATION COLLECTED BY COMMITTEE FOR AND AGAINST PROPOSAL

- Appointments ... **Appt** (w/Record of Comm. Proceedings)
- Clearinghouse Rules ... **CRule** (w/Record of Comm. Proceedings)
- Hearing Records ... bills and resolutions (w/Record of Comm. Proceedings)
(**ab** = Assembly Bill) (**ar** = Assembly Resolution) (**ajr** = Assembly Joint Resolution)
(**sb** = Senate Bill) (**sr** = Senate Resolution) (**sjr** = Senate Joint Resolution)
- Miscellaneous ... **Misc**

Senate Committee on Rural Issues, Biofuels, and Information Technology

Assembly Committee on Renewable Energy and Rural Affairs

Joint public hearing
September 23, 2009
10:30 AM
411 South
State Capitol

Gary A. Evenson, Administrator
Telecommunications Division
Public Service Commission of WI

Broadband Mapping

Overview:

This document briefly summarizes the Public Service Commission's:

- (a) Historical experience with broadband mapping;**
- (b) Recent online customer survey results; and**
- (c) Current efforts to secure a federal stimulus grant to fund a third-party vendor to map Wisconsin's broadband availability and plan for broadband demand, adoption and use.**

Historical:

Infrastructure Reports

The Public Service Commission (PSC) provides a biennial report to the Legislature on Telecommunications Infrastructure¹. Part of that report includes maps to illustrate the status of deployment of various technologies. For several years, the PSC reports included maps to show the availability of Digital Service Lines (DSL) by telecommunications companies and of cable modem service by cable television companies. These are both broadband options in terms of providing customers the ability to have data transmission speeds of at least 200 kilobits per second in both download and upload directions.

¹ Reports were filed in late '99, early '02, early '04, early '06 and early '08. The next report will be submitted in early 2010.

When the PSC filed these Reports, it noted the limitations on the included broadband maps. First, some entities that provide broadband are not subject to the PSC's jurisdiction, so not all broadband would be reflected on these maps. Second, the maps are not very granular, meaning they do not give a full picture of broadband availability to the street or customer level. For these infrastructure maps, the PSC used the data it had and that could easily be depicted. So, if a telecommunications company offered any DSL in an exchange, the entire exchange was shown as having broadband availability. Likewise, many cable companies reported by zip code, so if any customer could get cable broadband in a zip code, the map showed the entire zip code as having broadband. This depiction was useful to show those areas that had no broadband at all (by DSL or cable modem), but it overstated the coverage of broadband – i.e., customers in rural parts of a particular exchange or community may well not have had access to broadband even though the map said it was covered, because the broadband was available in the more urban areas of those locations.

A copy of the broadband coverage map from the PSC 2008 Report, showing this non-granular picture of broadband at the end of 2006, is part of this packet.

PSC Customer Survey

Early this year, anticipating action by the federal government to move on its broadband grant and loan programs, and knowing that they would be focusing on unserved and underserved areas, the PSC developed a customer survey about broadband availability. Recognizing limitations of our existing broadband maps and seeking to get some actual customer input on the broadband issue, we decided to seek some actual consumer demand information. We crafted a simple survey instrument and posted it on our website. We also used other resources to get word out about its availability. We used the survey to ascertain if customers had or did not have broadband and then asked some additional questions thereafter. A copy of the survey is attached.

When we received the replies (we have over 8,500), we mapped the results – looking at where customers reported broadband was available and where they reported that it was not available. Summary data on the responses and the maps we developed are available for viewing at our website:

<http://psc.wi.gov/recoveryAct/sfBroadband.htm>

Included in this packet is a summary sheet of the survey information received and one map of some of the results. This particular map is of customers who reported that they did not have broadband available to them at their locations. We believe these maps will be useful when evaluations of the broadband grant and loan requests to the federal government are underway. We recognize that this mapping is not scientific; however it provides a graphic depiction of several areas of the state where customers cannot currently get broadband though in many instances they want to receive it or have additional options.

American Recovery and Reinvestment Act (ARRA):

When Congress passed and President signed the ARRA, \$7.2 B was provided for the advancement of broadband capabilities throughout the country. Funding was targeted to grants and/or loans from the Rural Utilities Service (RUS) and the National Telecommunications and Information Administration (NTIA). The allocation to the NTIA specifically included \$350 M for broadband mapping purposes. On July 8, 2009, the NTIA published a Notice of Funds Availability (NOFA) for the State Broadband Data and Development Program (Mapping Program). The Mapping Program is a competitive, merit-based matching grant program to fund projects that collect comprehensive and accurate state-level broadband mapping data, develop state-level broadband maps, aid in the development and maintenance of a national broadband map, and fund statewide initiatives directed at broadband planning.

Per the NTIA, the following information about broadband service availability will be provided at the address level, to the greatest extent possible, from public or private providers:

- (a) Geographic areas in which broadband service is available;
- (b) The technologies used to provide broadband service in such areas;
- (c) The spectrum used for the provision of wireless broadband service in such areas;
- (d) The speeds at which broadband service is available in such areas; and
- (e) Broadband service availability at public schools, libraries, hospitals, colleges and universities and all public buildings owned or leased by agencies or instrumentalities of the States or municipalities or other subdivisions of the States and their respective agencies or instrumentalities

In addition to broadband mapping, the Program also provides grants for broadband planning, generally defined as the identification of barriers to the adoption of broadband service and information technology services, the creation and facilitation of local technology planning teams, and the establishment of computer ownership.

The NTIA indicated in that NOFA that it expected to award up to \$240 million in Recovery Act resources to states or state-designated entities NOFA for mapping activities. Up to \$500,000 may be awarded for the planning portion of each project.

Earlier this month, the NTIA noted that it was modifying its expected grant approach and would award mapping/planning grants only for a two-year time frame rather than the five-year time period contemplated earlier, thus reducing expected grant funding for the states.

The mapping of broadband anticipated per this NTIA effort will provide a much more granular look at where broadband is and is not available in the state. The maps developed are to be web based and searchable. In anticipation of seeking an NTIA mapping grant, the PSC in July 2009 issued a Request for Proposals (RFP) to retain a mapping/planning vendor who could undertake a broadband mapping project for the state that would meet the NTIA requirements.

In the RFP, the PSC noted the project scope as follows:

1.2.1 Mapping

- Identify any and all broadband providers in Wisconsin and enter into a NOFA compliant non-disclosure agreement (NDA) for the purpose of collecting, analyzing and mapping NTIA required data elements.
- Collect NTIA required data elements from broadband providers pursuant to executed NDAs within the timeline required by NTIA's NOFA.
- Analyze and map data collected from broadband providers and other sources, such as the PSCW and the Wisconsin Spatial Data Repository. These maps should readily identify unserved and underserved areas within Wisconsin, as defined by the NTIA. Maps should also be searchable, interactive and generally user friendly for customers to use online to identify broadband service providers and products available at their homes and businesses.
- Subject to the confidentiality requirements of the program, share data and work product with the PSCW and the Wisconsin Geographic Information Officer.
- Communicate and coordinate with NTIA to ensure that NTIA's technical specifications are being followed so that the Wisconsin inventory map can be rolled up into the nationwide inventory map by February 2011 pursuant to the directives of the Broadband Technology Opportunities Program (BTOP).
- Create and maintain a Wisconsin specific website for posting maps and other relevant project information. Initial state maps should be posted by February 1, 2010, with an update by August 1, 2010 and February 1, 2011.
- Provide the PSCW with brief written monthly progress reports and a final written report by March 1, 2011.
- Transfer ownership and control of data and project work product by April 1, 2011, or 30 days after ongoing maintenance and support contractual obligations cease, if applicable.

1.2.2 Planning

- Develop and implement broadband planning programs within the meaning of NTIA's NOFA to identify barriers to broadband service adoption and information technology services; the creation and facilitation of local technology planning teams; and, the establishment of computer ownership.
- Provide the PSCW with brief written monthly progress reports and a final written report by March 1, 2011.
- Transfer ownership and control of data and project work product by April 1, 2011, or 30 days after ongoing maintenance and support contractual obligations cease, if applicable.

The PSC received 13 timely bids on this project and has selected (subject to the receipt of the NTIA funding) an organization called the LinkAMERICA Alliance for this work. We have completed a contract (subject to receipt of an NTIA grant) with LinkAMERICA and are planning now for getting this project moving quickly.

On August, 14, 2009, the PSC (which had been designated by Governor Doyle as the entity eligible to receive these mapping funds) submitted an application to the NTIA for a mapping grant of approximately \$3.1 M. An abstract from that application is attached.

We still await NTIA action on the mapping request. We expect word yet this month.

As noted in the abstract, the LinkAMERICA Alliance comprises the resources of other firms – CostQuest Associates, EFRsource, Inc.², e-Copernicus, and L. Robert Kimball and Associates, Inc. Together these firms have broad and complementary experience that will benefit broadband mapping and planning efforts. More detail on these firms is attached.

A contract with the LinkAMERICA Alliance was signed on September 22, 2009. Conference calls and meetings with the firm and the Commission staff are planned in the next several days. LinkAMERICA will hold a meeting at the Commission next week to meet providers and address data needs. From today forward, some key time frames for this mapping project are as follow:

- 9/30/2009 LinkAMERICA to hold a kickoff meeting with industry/stakeholders to discuss nondisclosure agreements (NDAs) and data requests. Data collection begins.*
- 11/1/2009 NTIA's preferred target date for a substantially complete set of broadband data.*
- 2/1/2010 NTIA's deadline for receipt of a substantially complete set of all broadband mapping data. All data provided in the first collection should be accurate as of June 30, 2009.*
- 8/1/2010 Mapping data update*
- 2/1/2011 Deadline for final state mapping data to be used in the development of the national broadband map that NTIA is required to create and make publicly available under Section 6001(l) of the Recovery Act.*

A more complete timeline on this matter is included in your packets.

FOR MORE INFORMATION:

Gary A. Evenson, Administrator
Telecommunications Division
Public Service Commission of WI

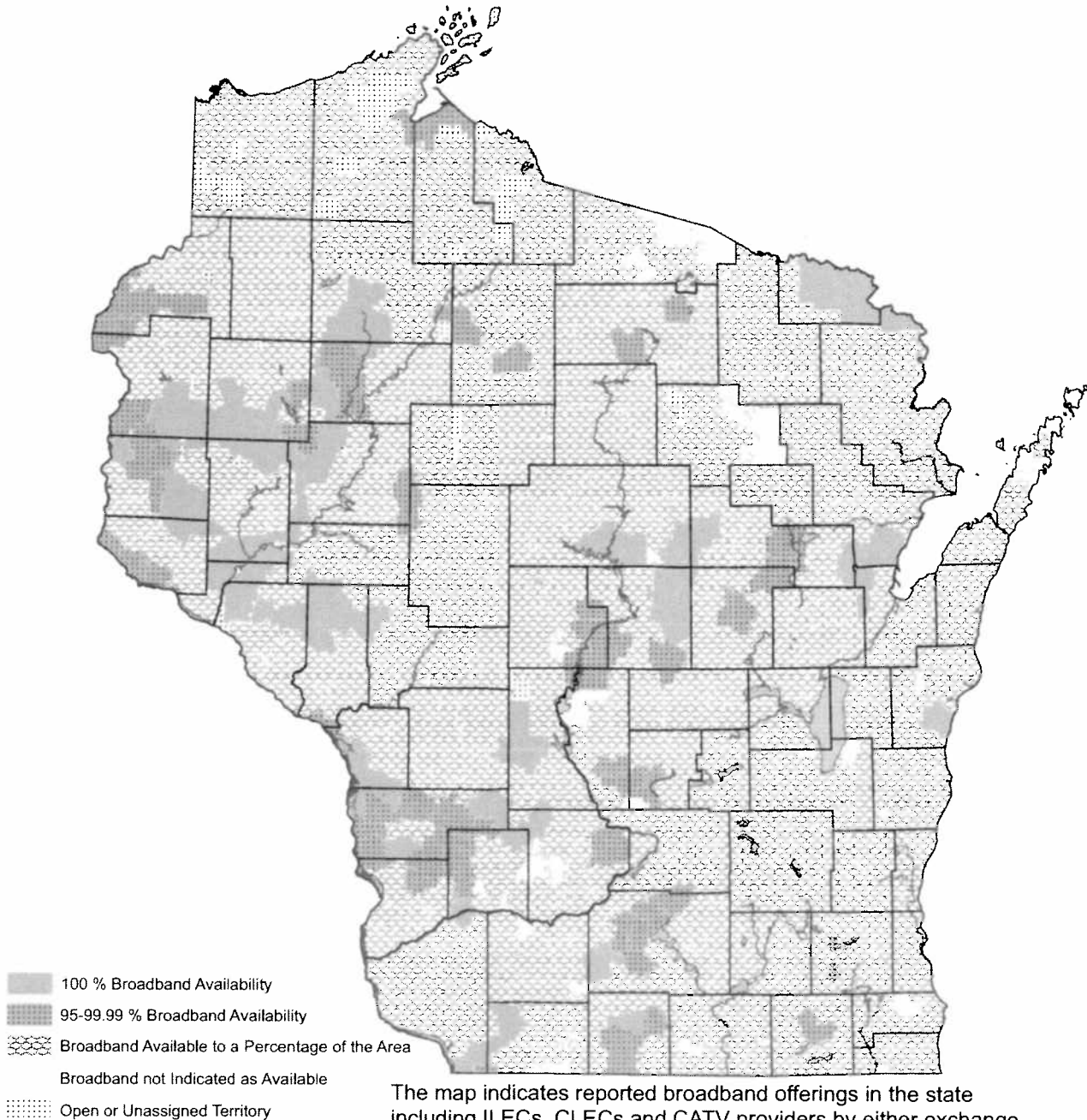
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² EFRsource recently changed its name to VisionTech 360.

Wisconsin 2006 Combined ILEC, CLEC and CATV Broadband Offerings



The map indicates reported broadband offerings in the state including ILECs, CLECs and CATV providers by either exchange or zip code. In most cases, CLEC offerings overlay the ILEC broadband service areas. There are distance limitations on all the broadband offerings, so although an area is reported as having broadband service, not all customers in the area may be able to obtain broadband service.

Infra Map 8

March 2008

Public Service Commission of WI

Wisconsin Broadband Survey

* Required

Name*
 First _____
 Last _____

Physical Address (Include apt. or suite. No P.O. Boxes, please)*

Street _____
 City _____ State: WI
 Zip _____
 Code _____
 Phone _____

If replying for a business, please indicate:
 Business Name _____
 Job Title _____
 # of employees _____

Do you have broadband (High Speed Internet) service?*	
<input type="button" value="Yes"/>	<input type="button" value="No"/>
If Yes , please answer below: What type of broadband?* <input type="checkbox"/> Cable Modem <input type="checkbox"/> DSL <input type="checkbox"/> Satellite <input type="checkbox"/> Wireless <input type="checkbox"/> Other _____ If you have any problems with your current broadband service (Check all that apply) <input type="checkbox"/> Too slow for my applications. <input type="checkbox"/> Too expensive for what I get. <input type="checkbox"/> Too few broadband provider choices. <input type="checkbox"/> Other _____	If No , please answer below: Do not have broadband service because: (Check all that apply) <input type="checkbox"/> Broadband is not available in my area. <input type="checkbox"/> Have broadband access elsewhere. <input type="checkbox"/> Broadband is too expensive. <input type="checkbox"/> Dial-up internet suits my needs at this time. <input type="checkbox"/> Do not own or use a computer that is suitable for broadband use. <input type="checkbox"/> Do not need or want broadband service at this location. <input type="checkbox"/> Other _____

Comments:

May we contact you if necessary? Yes No

If Yes, by Email _____

Phone _____ (Between 8:30 AM - 4:30 PM)

If you are not able to complete the survey on line, please print this [PDF form](#) and then:
 Fax: (608) 266-3957 or
 Mail: Public Service Commission
 P.O. Box 7854
 Madison, WI 53707-7854

Broadband Survey Summary Report

	Has Broadband	Number Responding	Businesses Responding	Number of Employees	Too Slow	Too Expensive	Too Few Choices	Other Problem Description	Not Available	Do Not Need	Have Access Elsewhere	Is Too Expensive	Dial-Up Suits Needs	No Suitable Computer	Other No Service Description
N		5077	518	11,736	0	0	0	0	4503	28	171	884	54	47	307
Y		3462	682	125,396	1437	2105	2033	587	0	0	0	0	0	0	0
	8,539	1200	137,132	1437	2105	2033	587	4503	28	171	884	54	47	307	

ABSTRACT

Wisconsin Governor Jim Doyle has designated the Public Service Commission of Wisconsin (PSCW) as the single eligible entity in Wisconsin to receive a grant under the State Broadband Data and Development Grant Program. (Attachment A) The PSCW is an independent state commission within the meaning of Section V (A)(a)(iii) of the NTIA's Notice of Funds Availability (NOFA). In its capacity as the single eligible entity in Wisconsin, the PSCW sought competitive bids from vendors through a Request for Proposal (RFP) to provide broadband mapping and planning services according to the technical specifications of the NOFA. Among other things, RFP respondents were required to address the five evaluation criteria set forth in Section VII (A) of the NOFA. Thirteen (13) timely responses to the RFP were received and evaluated on the NOFA's Section VII (A) criteria. CostQuest Associates, representing the LinkAMERICA Alliance, was chosen as the winning bid.

The PSCW and LinkAMERICA (the project team) propose to accomplish the following:

1. Produce statewide accurate and verifiable data and maps of broadband availability according to the technical specifications and timelines set forth in the NOFA. These data and maps will, among other things:
 - a. identify unserved and underserved areas within Wisconsin at a granular level; and
 - b. be accessible online to customers, providers and policymakers, yet protect provider confidential information through the use of non-disclosure agreements (NDAs) and other security measuresThis work will build on and expand upon previous work of the PSCW to collect, analyze and publish supply and demand-side broadband availability and adoption data and maps for Wisconsin.
2. Through a collaborative process, conduct and implement a comprehensive broadband planning and demand-side assessment. The team's comprehensive broadband planning and demand-side assessment process will be implemented as four interrelated sets of tasks:
 - Implement a broadband **situational assessment** for Wisconsin.
 - Conduct qualitative and quantitative research to **assess current and future broadband uses and barriers** to adoption.
 - **Map broadband demand scenarios** that advance Wisconsin's priorities in distance learning, economic development, e-government, and telemedicine.
 - Facilitate **regional technology planning teams** to develop relevant local action strategies – including expanding computer ownership and Internet access programs funded by Broadband Technology Opportunities Fund (BTOP).

The 5-year total project budget consists of two components—costs attributable to LinkAMERICA (\$3,137,521) for contractual services and the State of Wisconsin's matching contribution (\$1,589,114).

LinkAMERICA was chosen to manage and execute this project because of our experience and technical expertise in broadband mapping and experience in managing federal and state contracts. The LinkAMERICA is comprised of four firms: CostQuest, EFRsource, Kimball, and e-Copernicus. CostQuest is recognized worldwide as an expert in geospatial, economic and network modeling. Its telecommunications models are used in more than 35 U.S. states, and 5 countries. EFRsource is a technology and research firm specializing in demand-side strategy formation in telecommunications and telehealth sectors. Their focus is to bridge the insights of strategic visioning with the action of strategic planning. Kimball is a large engineering firm with a deep GIS technical bench that includes the mapping conversion and production resources to deliver complex and demanding GIS data projects. e-Copernicus advises clients on a full range of governmental affairs, public relations and business development strategies. The firm specializes in interfacing with government and industry stakeholders, public safety services, associations, strategic partners and federal funding sources.

The timeline presents estimates given LinkAMERICA prior experience with these types of projects. Beginning with the first days of the project, the team will actively engage industry and stakeholders with open and honest dialog to establish ground-rules, expectations and processes that will ensure required data collection will be accomplished in a timely and efficient manner. Throughout the body of the narrative, mechanisms have been discussed for accomplishing: project portals, social networking, broadband mapping, active on the ground outreach and follow ups.

4.2 ORGANIZATION CAPABILITIES - THE LINKAMERICA ALLIANCE

The LinkAMERICA Alliance comprises top telecommunications consulting firms (CostQuest Associates, e-Copernicus, EFRsource, and Kimball Corp.) with deep, complementary broadband mapping experience. Our multidisciplinary approach yields broadband maps and assessment underpinned with the data necessary to make smart public policy decisions.

LinkAMERICA delivers broadband mapping and assessment that is comprehensive, independent, analytical and tailored to local needs. It is our hope that Wisconsin recognizes our local solution and dedication to the state efforts and to an accurate and independent collection of broadband availability data and focus on both the supply and demand-side barriers to deployment.



CostQuest Associates is recognized worldwide as an expert in geospatial, economic and network modeling. Its telecommunications models are used in more than 35 U.S. states, and 5 countries. CostQuest's mapping and models are used for network design, growth plans, regulatory proceedings, Broadband analysis, and economic decision making. CostQuest is well positioned to lead and develop the Wisconsin Broadband Mapping and Assessment program.

Founded: 1999



EFRsource, Inc. is a technology and research firm specializing in demand-side strategy formation in telecommunications, energy, telehealth sectors. Their focus is to bridge the insights of strategic visioning with the action of strategic planning. The founders of EFRsource have invented and developed a groundbreaking research method called Ethnographic Futures Research (EFR) and have experience in reducing uncertainty for public agencies and private organizations dealing with complex issues involving public policy, private investment and technology planning. The EFRsource team will assist Wisconsin in framing this project, meaningfully engage stakeholders and conduct the community technology planning activities.

Founded: 2007

E-COPERNICUS

e-Copernicus advises clients on a full range of governmental affairs, public relations and business development strategies. The firm specializes in interfacing with government and industry stakeholders, public safety services, associations, strategic partners and federal funding sources. Since 2001 e-Copernicus has maintained a particular focus on advancing broadband and wireless communications service deployment, particularly in rural and underserved areas. e-Copernicus executives have extensive experience in establishing and running non-profit associations, coordinating coalitions and committees, and bringing together diverse parties to work around common goals. The Firm's principals have a unique combination of legislative experience as senior aides on Capitol Hill as well as senior Presidential appointee-level experience running major Federal agencies with broad domestic and international responsibilities, primarily in the telecommunications, information, and technology sectors. The Firm has detailed experience with many key federal programs that can help finance broadband deployment and provide funding for new initiatives and ventures.

Founded: 2002

Kimball

L. Robert Kimball & Associates, Inc. (Kimball) is a large engineering firm with a deep GIS technical bench that includes of the mapping conversion and production resources to deliver complex and demanding GIS data projects. Kimball also has an extensive track record of providing full-service telecommunications and network engineering and consulting. Their experience includes expertise in virtually every aspect of communication systems planning, implementation and operation. Kimball is proficient in building comprehensive broadband telecommunications networks that offer converged access, interoperability, security and flexibility. In addition, they are also capable of providing application support on an as needed basis.

Founded: 1957

BROADBAND MAPPING - KEY DATES

- 10/10/2008 The Broadband Data Improvement Act (BDIA), Title I of Public Law No. 110-385, 122 Stat. 4096 enacted. This legislation is not funded until the Stimulus Package (ARRA or Recovery Act) is enacted.
- 2/17/2009 The American Recovery and Reinvestment Act of 2009 (Recovery Act), Public Law No. 111-5 is enacted. This legislation funds the BDIA.
- 7/8/2009 The National Telecommunications and Information Administration (NTIA), U.S. Department of Commerce, publishes its Notice of Funds Availability (NOFA) for the State Broadband Data and Development Grant Program, which includes technical mapping standards, application requirements and evaluation criteria for broadband mapping and planning grants, among other things. The NOFA establishes a deadline of August 14, 2009 for states and U.S. territories to file mapping and planning grant applications.
- 7/15/2009 PSC issues a request for proposal (RFP) based on NTIA's NOFA.
- 7/31/2009 Deadline for responding to PSC's RFP. Thirteen timely responses received.
- 8/10/2009 PSC selects LinkAMERICA Alliance as the State's broadband mapping and planning vendor. The LinkAMERICA Alliance is comprised of four separate companies, with CostQuest serving as the managing firm.
- 8/7/2009 NTIA clarifies its NOFA and changes some technical standards on data collection and use.
- 8/14/2009 PSC timely files a broadband mapping and planning grant application. (See Abstract).
- 8/17/2009 LinkAMERICA and PSC staff begin work to meet the deadlines set forth in NTIA's NOFA even though the grant is not approved.
- 9/10/2009 NTIA clarifies and amends its NOFA by determining that it will at this time fund mapping and data collection efforts for two years (instead of five years) and will assess lessons learned, determine best practices, and investigate opportunities for improved data collection prior to obligating funding for subsequent years. NTIA clarifies that the initial period of performance for funds allocated to Broadband Mapping purposes will be two (2) years from the date of award and any subsequent funding will be subject to and contingent upon the agency's review of program priorities and the availability of funds. (All funds must be committed by September 1, 2010 under the ARRA.)
- 9/22/2009 Subject to grant approval, the PSC and CostQuest (on behalf of LinkAMERICA) enter into a contract for mapping and planning.

9/30/2009

LinkAMERICA to hold a kickoff meeting with industry/stakeholders to discuss nondisclosure agreements (NDAs) and data requests. Data collection begins.

11/1/2009

NTIA's preferred target date for a substantially complete set of broadband availability data.

2/1/2010

NTIA's deadline for receipt of a substantially complete set of all broadband mapping data. All data provided in the first collection should be accurate as of June 30, 2009.

8/1/2010

Mapping data update

2/1/2011

Deadline for final state mapping data to be used in the development of the national broadband map that NTIA is required to create and make publicly available under Section 6001(l) of the Recovery Act.