



Western Riverside Council of Governments Public Works Committee

AGENDA

**Thursday, February 10, 2022
2:00 PM**

**Western Riverside Council of Governments
3390 University Avenue, Suite 200
Riverside, CA 92501**

WRCOG'S OFFICE IS CURRENTLY CLOSED TO THE PUBLIC DUE TO COVID-19

[Join Zoom Meeting](#)

Meeting ID: 833 6192 1764

Password: 021022

Dial in: (669) 900 9128 U.S.

SPECIAL NOTICE – COVID-19 RELATED PROCEDURES IN EFFECT

Due to the State or local recommendations for social distancing resulting from the threat of Novel Coronavirus (COVID-19), this meeting is being held via Zoom under Assembly Bill 361 (Government Code Section 54953) (AB 361). Pursuant to AB 361, WRCOG does not need to make a physical location available for members of the public to observe a public meeting and offer public comment. AB 361 allows WRCOG to hold Committee meetings via teleconferencing or other electronic means and allows for members of the public to observe and address the committee telephonically or electronically.

In addition to commenting at the Committee meeting, members of the public may also submit written comments before or during the meeting, prior to the close of public comment to snelson@wrcog.us.

Any member of the public requiring a reasonable accommodation to participate in this meeting in light of this announcement shall contact Suzy Nelson 72 hours prior to the meeting at (951) 405-6703 or snelson@wrcog.us. Later requests accommodated to the extent feasible.

The Committee may take any action on any item listed on the agenda, regardless of the Requested Action.

- 1. CALL TO ORDER (Mark Lancaster, Chair)**
- 2. PLEDGE OF ALLEGIANCE**

3. ROLL CALL

4. PUBLIC COMMENTS

At this time members of the public can address the Committee regarding any items within the subject matter jurisdiction of the Committee that are not separately listed on this agenda. Members of the public will have an opportunity to speak on agenda items at the time the item is called for discussion. No action may be taken on items not listed on the agenda unless authorized by law. Whenever possible, lengthy testimony should be presented to the Committee in writing and only pertinent points presented orally.

5. CONSENT CALENDAR

All items listed under the Consent Calendar are considered to be routine and may be enacted by one motion. Prior to the motion to consider any action by the Committee, any public comments on any of the Consent Items will be heard. There will be no separate action unless members of the Committee request specific items be removed from the Consent Calendar.

A. Summary Minutes from the December 9, 2021, Public Works Committee Meeting

Requested Action(s): 1. Approve the Summary Minutes from the December 9, 2021, Public Works Committee meeting.

6. REPORTS / DISCUSSION

Members of the public will have an opportunity to speak on agenda items at the time the item is called for discussion.

A. Resilient IE Phase II Update

Requested Action(s): 1. Receive and file.

B. VMT Implementation Assistance - VMT Calculator Demonstration

Requested Action(s): 1. Receive and file.

C. Trip Origin-Destination Assessment

Requested Action(s): 1. Receive and file.

D. WRCOG Broadband Assessment

Requested Action(s): 1. Receive and file.

7. REPORT FROM THE DEPUTY EXECUTIVE DIRECTOR

Chris Gray

8. ITEMS FOR FUTURE AGENDAS ~ Members

Members are invited to suggest additional items to be brought forward for discussion at future Committee meetings.

9. GENERAL ANNOUNCEMENTS ~ Members

Members are invited to announce items / activities which may be of general interest to the Committee.

10. NEXT MEETING

The next Public Works Committee meeting is scheduled for Thursday, March 10, 2022, at 2:00 p.m., on the Zoom platform.

11. ADJOURNMENT

Public Works Committee

Minutes

1. CALL TO ORDER

The meeting of the WRCOG Public Works Committee was called to order by Chair Mark Lancaster at 2:00 p.m. on December 9, 2021, on the Zoom platform.

2. PLEDGE OF ALLEGIANCE

Chair Lancaster led members and guests in the Pledge of Allegiance.

3. ROLL CALL

- City of Banning - Art Vela
- City of Beaumont - Jeff Hart
- City of Calimesa - Michael Thornton
- City of Hemet - Steve Loriso*
- City of Jurupa Valley - Mike Myers
- City of Lake Elsinore - Remon Habib
- City of Menifee - Nick Fidler
- City of Moreno Valley - Michael Lloyd
- City of Murrieta - Bob Moehling
- City of Perris - Stuart McKibbin
- City of Riverside - Gil Hernandez
- City of San Jacinto - Stuart McKibbin
- City of Temecula - Patrick Thomas
- City of Wildomar - Dan York*
- County of Riverside - Mark Lancaster (Chair)
- Riverside County Transportation Commission (RCTC) - Jillian Guizado
- Riverside Transit Agency (RTA) - Mauricio Alvarez

*Arrived after Roll Call

4. PUBLIC COMMENTS

There were no public comments.

5. CONSENT CALENDAR – (Murrieta / Riverside) 15 yes; 0 no; 0 abstention. Item 5.A and 5.B were approved.

A. Summary Minutes from the October 14, 2021, Public Works Committee Meeting

Action:

1. Approved the Summary Minutes from the October 14, 2021, Public Works Committee meeting.

B. Approval of Public Works Committee 2022 Meeting Schedule

Action:

1. Approved the Schedule of Public Works Committee meetings for 2022.

6. REPORTS / DISCUSSION

A. Proposed Revisions to Grant Writing Assistance Program Guidelines

Chris Tzeng, WRCOG Program Manager, presented on WRCOG's Grant Writing Assistance Program. The Program commenced in September 2017 to assist member agencies in grant writing assistance on an as-needed basis as funding is available. To date, the Program has assisted member agencies attain over \$67 million in grant funding. The Program was able to kick-start as a result of excess revenues from other programs that the Executive Committee decided to provide back to member agencies; however, WRCOG is unable to dedicate the same amount of funds to the Program at this time, so staff have reviewed the Program Guidelines to evaluate how the Program can become more sustainable. The Program is currently structured to focus on a few select grant opportunities to allow growth in the future based on success rates, feedback from users, and funding availability. The focus of the opportunities is on areas in which WRCOG provides assistance to its member agencies. The Program is not intended to assist infrastructure grant opportunities, i.e., TIGER, HSIP, FASTLANE, etc.

The goal of this Program is to strengthen the subregion's overall competitiveness for statewide funding and to provide needed supplemental support to jurisdictions prevented from seeking grant funds due to limited capacity and/or resources. One caveat for the near-term future of the Program is that WRCOG is receiving Regional Early Action Planning (REAP) grant funds through SCAG with the goal of assisting member agencies increase housing production and planning. WRCOG has received approval from SCAG to allocate some of the REAP funds to assist member agencies develop grant applications in identified housing-related grant programs to help achieve this goal. All of the programs identified in the housing-related grant programs will be funded through REAP funds that must be utilized by June 30, 2023.

Mr. Tzeng presented on five proposed revisions to the Program Guidelines. These revisions will also be vetted through WRCOG's Technical Advisory Committee before presenting the final proposed Guidelines to each committee.

Action:

1. Received and filed.

B. TUMF Nexus Study Update Schedule

Cameron Brown, WRCOG Program Manager, presented on the schedule for the upcoming TUMF Nexus Study update, which is currently underway. The TUMF Program relies on a Nexus Study to draw a connection between the needs of the Program and the TUMF Program fee schedule. The Nexus Study identifies projects requiring mitigation from new development, determines what the cost of those projects will be, and what fees need to be assessed to fund these projects. Throughout the life of the TUMF Program, there has been a need to update the Nexus Study on a regular basis. WRCOG conducted a

Nexus Study in 2002 and subsequent updates in 2005, 2009, 2011, 2015, and 2017.

At its October 4, 2021, meeting, the Executive Committee directed staff to prepare an update to the TUMF Nexus Study. The key reasons to conduct an update was due to updated growth forecasts, changes in travel behavior, updating the TUMF project list, and adding new project types.

The update will take approximately 12 - 18 months with completion occurring sometime in spring 2023. The steps of the update were reviewed, and committee meetings have been planned in order to receive input from all stakeholders. This schedule will show transparency of the update throughout the process.

Action:

1. Received and filed.

C. Presentation and Demonstration by Replica

Nick Bowden, Replica's Chief Executive Officer, presented on its work supporting planners, modelers, and transportation / land-use professionals at local, regional, and state agencies. Replica builds tools using a composite of "big data" sources. The tools provide insight on the complex interactions of mobility, people, land-use, and economic activity. The hope is that the tools provide higher confidence in critical transportation and land-use decisions.

This item will be one of multiple presentations from various big data providers. WRCOG does not endorse any specific big data provider.

Action:

1. Received and filed.

7. REPORT FROM THE DEPUTY EXECUTIVE DIRECTOR

Chris Gray reported that WRCOG is currently working with a consultant on a 2022-2027 Strategic Plan for the Agency.

8. ITEMS FOR FUTURE AGENDAS

There were no items for future agendas.

9. GENERAL ANNOUNCEMENTS

There were no general announcements.

10. NEXT MEETING

The Public Works Committee meeting in January is canceled. The next Public Works Committee meeting is scheduled for Thursday, February 10, 2022, at 2:00 p.m., on the Zoom platform.

11. ADJOURNMENT

The meeting of the Public Works Committee adjourned at 2:55 p.m.



Western Riverside Council of Governments Public Works Committee

Staff Report

Subject: Resilient IE Phase II Update
Contact: Timothy Grose, WSP, Timothy.Grose@wsp.com, (951) 295-8703
Date: February 10, 2022

Requested Action(s):

1. Receive and file.

Purpose:

The purpose of this item is to provide an update on the Resilient Inland Empire (Resilient IE) Phase II study.

Background:

The Resilient IE Program was developed by WRCOG and the San Bernardino County Transportation Authority with funding from Caltrans. Resilient IE works to support regional and local efforts to prepare for and mitigate risks to the region's transportation system posed by climate-related hazards.

Phase 1 of Resilient IE focused mostly on evaluating the transportation system on a regional or systems scale. It also included two pilot risk assessments on how changes in climate-related hazards affect two roadway segments and the people who use them. Phase 2, also funded by Caltrans, builds off of Phase 1 and includes a dozen more risk assessments. These local transportation projects / assets (e.g., roadways, bus stops, railways, bridges / culverts, bike lanes, and maintenance facilities) have been evaluated for their natural hazard risks (e.g., extreme heat, wildfires, floods, drought, landslides, and debris flows) and how to address these risks through resilience strategies. The goal for these assessments is to assist member agencies in identifying cost-effective strategies and making the case for both State and Federal funding for the projects.

This item is reserved for the project team to present on key results of the risk assessments, additional resources developed as part of the project, and potential funding sources for projects that provide hazard mitigation benefits.

Prior Action(s):

February 12, 2020: The Public Works Committee received and filed.

Fiscal Impact:

Transportation and Planning Department activities are included in the Agency's adopted Fiscal Year 2021/2022 Budget under the Transportation Department. In addition, this study is covered by a Caltrans Sustainable Transportation Planning grant.

Attachment(s):

None.



Western Riverside Council of Governments Public Works Committee

Staff Report

Subject: VMT Implementation Assistance - VMT Calculator Demonstration
Contact: Delia Votsch, PE, Senior Transportation Engineer, d.votsch@fehrandpeers.com, (949) 308-6323
Date: February 10, 2022

Requested Action(s):

1. Receive and file.

Purpose:

The purpose of this item is to provide a demonstration of the Vehicle Miles Traveled (VMT) calculator tool to assist jurisdictions with VMT implementation.

Background:

WRCOG staff have been reviewing what other Councils of Governments have been developing to assist local jurisdictions with VMT implementation associated with SB 743. One tool, a VMT calculator, has been developed for nearby jurisdictions which assists with VMT estimation using data from the regional model (without needing to run the local model). While not a perfect way to evaluate VMT, it is helpful and can be used for most small projects that do not meet VMT screening requirements. This tool can also help local jurisdictions with reviewing VMT estimates developed by consultants.

At the December 2021 Planning Directors Committee (PDC) meeting, staff provided a demonstration of a VMT calculator tool to seek input whether it could be helpful for member agencies and whether WRCOG should develop a tool specifically for Western Riverside County. PDC members provided input that a tool would be helpful so WRCOG proceeded with development of a tool. At this meeting, the tool developer, Fehr & Peers, will provide a demonstration of the tool. The tool will be sent to Committee members and posted on the WRCOG website shortly after the meeting. Fehr & Peers was selected to develop this tool through the WRCOG On-Call Planning Consultant Bench and has assisted WRCOG with previous VMT implementation activities.

Prior Action(s):

December 9, 2021: The Planning Directors Committee received and filed.

Fiscal Impact:

Transportation and Planning Department activities are included in the Agency's adopted Fiscal Year 2021/2022 Budget under the Transportation Department.

Attachment(s):

None.



Western Riverside Council of Governments Public Works Committee

Staff Report

Subject: Trip Origin-Destination Assessment
Contact: Christopher Tzeng, Program Manager, ctzeng@wrcog.us, (951) 295-8703
Date: February 10, 2022

Requested Action(s):

1. Receive and file.

Purpose:

The purpose of this item is to provide an overview of the origin-destination assessment WRCOG performed for each WRCOG member agency.

Background:

As a follow-up to a request made during a recent WRCOG Technical Advisory Committee (TAC) meeting discussing the TUMF Construction Cost Index, WRCOG commenced a travel behavior analysis, via an origin-destination assessment utilizing big data, as a means to better understand whether TUMF is fulfilling its goal of providing funding to major arterial roadways to accommodate for regional travel in the WRCOG subregion. The analysis utilized big data from Streetlight Data which provides data points from smart phones and navigation devices in connected cars and trucks. The analysis also utilized other common commuting data sources, such as the California Household Travel Survey and the Longitudinal Employer-Housing Dynamics (LEHD). The analysis looked into items such as the origin of trips traveling into the boundaries of each member agency, the destination of trips traveling from each member agency, commute trip distances, trip type, and the trip distribution to-and-from each member agency during the p.m. peak hour.

Draft assessments have been summarized in an infographic that will be presented during the meeting. These draft assessments will then be disseminated to the respective Committee members for input. WRCOG will then incorporate comments provided in the coming weeks and a final assessment will be presented to the TAC and Executive Committee in March and April 2022.

Prior Action(s):

None.

Fiscal Impact:

Transportation and Planning Department activities are included in the Agency's adopted Fiscal Year 2021/2022 Budget under the Transportation Department. This activity is funded through WRCOG's allocation of Local Transportation Funds (LTF).

Attachment(s):

None.



Western Riverside Council of Governments Public Works Committee

Staff Report

Subject: WRCOG Broadband Assessment
Contact: Daniel Soltero, Program Manager, dsoltero@wrcog.us, (951) 405-6738
Date: February 10, 2022

Requested Action(s):

1. Receive and file.

Purpose:

The purpose of this item is to provide information on the WRCOG Broadband Assessment and broadband grant funding opportunities.

Background:

At the direction of the Executive Committee, WRCOG developed a Regional Streetlight Program that assisted 10 member agencies and a Community Service District to purchase streetlights within their jurisdictional boundaries, which were previously owned and operated by Southern California Edison (SCE), and retrofit to light-emitting diode (LED) technology to provide more economic operations (i.e., lower maintenance costs and reduced energy use). Local control of the streetlight system provides agencies with opportunities for future revenue generation such as digital-ready networks and telecommunications and information technology strategies. In order to identify and elaborate on these new opportunities, WRCOG entered into an agreement with Michael Baker International (MBI) in February 2021, to develop a Smart Streetlights Implementation Plan and Broadband Assessment that include participants of the Regional Streetlight Program and all WRCOG member agencies.

Draft WRCOG Broadband Assessment

One of the key requirements to creating smart cities is broadband access. Within Riverside County, there have been several previous and ongoing efforts to identify, assess, and/or facilitate broadband development by the County of Riverside, the Inland Empire Regional Broadband Consortium, and a variety of public and private groups. At the request of its member agencies, WRCOG included a Broadband Assessment in the Smart Streetlights Implementation Plan, which will assess existing regional broadband efforts and evaluate the potential for additional efforts to encourage broadband development in the WRCOG subregion (Attachment 1).

Riverside County Initiatives: WRCOG and MBI first conducted online research and phone interviews with the County of Riverside Information Technology (IT) for its RIVCO Connect broadband initiative. On September 20, 2016, the Riverside County Board of Supervisors passed a resolution to support the Riverside County Broadband Master Plan to facilitate providing high-speed internet connectivity to all

residents and businesses throughout the County. This plan developed and released a Request for Participation for the deployment of gigabit (1 Gbps) fiber services to all homes, businesses, and institutions County-wide. A total of eight proposals were received; however, the Request for Participation resulted in no award to the regional and national respondents due to the misalignment with the proposed scope of services, including asking local governments to share the construction costs with the internet service providers (ISP).

On December 8, 2020, the Board of Supervisors adopted a resolution which supports a variety of broadband goals and objectives, including collaborating with a government coalition to obtain funding that incentivizes broadband implementation in the subregion, as well as seek funding to provide low-cost broadband service to qualified low income families in the subregion. Additionally, the County operates a Digital Inclusion Program, which refurbishes and donates surplus computers and related technology equipment to those in need, including students, parents, seniors, veterans, social service recipients, and organizations who serve and support these residents.

Inland Empire Regional Broadband Consortium (IERBC): WRCOG and MBI also consulted with the IERBC, a non-profit 501(c)(3) that addresses broadband technology access, planning, service reliability, affordability, infrastructure requirements and deployment, and needs within San Bernardino and Riverside Counties. The IERBC brings together a group of stakeholders around the issue of broadband, including local governments, community-based organizations, health care providers, ISPs, technology and engineering professionals, businesses, K-12 schools, and colleges and universities. The IERBC represents a variety of interests in the region with strong concern and commitment to becoming a 'smart region,' closing the Digital Divide, and improving broadband speed, reliability, availability, cost, and access within the Inland Empire. To date, IERBC has secured \$55 million in the California Public Utilities Commission's California Advanced Services Fund (CASF) Broadband Infrastructure and Adoption Grants for Riverside and San Bernardino Counties, including the Mountain Shadows Mobile Home Community in Highland, which provides broadband to 101 households, as well as the Anza Electrical Cooperative's broadband deployment to 400 households. Going forward, the IERBC will continue to work on identifying unserved areas, work with the ISPs to determine why the dominant carriers are not providing service, understand the problem to broadband access, and ultimately funnel broadband deployment dollars to the Inland Empire.

Loma Linda Connected Communities Program (LLCCP): In addition to the discussions with the County of Riverside and IERBC, WRCOG and MBI consulted with the City of Loma Linda, the City of Rancho Cucamonga, and the South Bay Cities Council of Governments (SBCCOG) regarding their respective broadband programs. The City of Loma Linda's Connected Communities Program includes the deployment of an advanced city-wide fiber optic network as well as modifications to building regulations to ensure that development will be designed to meet current and future broadband connectivity needs. The LLCCP has completed the construction of its Network Operations Center and the first phase of fiber rings throughout the City, which serves as the fiber network in its jurisdiction.

Initially, the LLCCP was intended to serve the residential customers as the City lacked reliable broadband service due to the existing ISP broadband infrastructure preventing access for other ISPs to develop their telecommunication networks into the City. Infrastructure costs for the "last mile," which is the portion of the telecommunication network that physically reaches the customer, would eventually make residential broadband deployment cost-prohibitive. As such, the City shifted its focus to provide high-speed broadband connectivity to its commercial customer base and leasing of dark fiber to maintain a sustainable business model. Additionally, the City building code now requires all new commercial and

residential developments (or re-models involving greater than 50% of the structure) to equip the new structures with a fiber-optics interface and copper cabling throughout. A key lesson learned from the City of Loma Linda is to build telecommunications / fiber networks with redundancy in mind, as experiencing any type of network outage can be catastrophic to the local economy and continuity of commercial and government operations.

Rancho Cucamonga Municipal Broadband Program: The City of Rancho Cucamonga's Municipal Broadband Program provides internet service to new developments where the fiber optic infrastructure has been installed during construction. In 2016, the City was approached by a developer that was not able to acquire broadband service for its buildings through the regional ISP because it was not financially feasible. By then, the City had been applying its "dig smart" policy for a few decades by requiring installation of conduit and/or fiber during constructions projects, which resulted in three separate silos of fiber optic networks within its jurisdiction. After being presented with the developer's situation and understanding that it already had a segmented fiber network, the City leveraged its position to begin development of its Fiber Optic Master Plan to determine the feasibility of creating a city-wide fiber optic network to serve residents and businesses.

In 2017, the City of Rancho Cucamonga adopted its Fiber Optic Master Plan and released a Request for Proposal (RFP) which was awarded to Onward, formerly known as Inyo Networks, for a public-private partnership to provide retail internet and voice over IP (VoIP) phone service, and operate the City's Municipal Broadband Program. Additionally, the City secured bonds to pay for development of its fiber network, which include constructing two tie-in connections from the Onward network to the City's network, and constructing a data center. As Phase 1 of the Fiber Optic Master Plan progresses, the City will be utilizing its existing 70 miles of fiber optic cable and/or associated conduits to fill network gaps where more business commercial areas and existing residential areas may be added.

South Bay Cities Council of Governments (SBCCOG): SBCCOG is comprised of 15 cities, portions of the City of Los Angeles, as well as unincorporated areas of Los Angeles County, and is bounded by the City of Los Angeles to the north and east and the Pacific Ocean to the south and west. As such, the South Bay subregion is geographically and economically positioned to contribute to the global economy by creating a smart region built on a fiber optic infrastructure network that stimulates workforce and economic development. In 2016, the South Bay saw large employers leave the area citing the lack of broadband infrastructure to meet their business needs. The path for a smart subregion in the South Bay started with cities wanting to get more bandwidth for less and by utilizing resources more efficiently to effectively meet residents' needs.

SBCCOG has worked with the South Bay Workforce Investment Board (SBWIB), which in 2017 provided seed funding to develop the South Bay Cities Fiber Optic Master Plan to determine the feasibility of a regional broadband network that would connect to at least one city facility in each of the South Bay cities and play a pivotal role in the region's future. The study found that the public agencies were paying high prices for their broadband service, and that having a dedicated fiber network could provide participating agencies with up to 60 - 70 times more bandwidth at about half the average cost per city. Additionally, the study identified that much, if not all, of the initial cost of the network can be recovered by savings on the cities' current telecommunications cost and by bringing other network users to spread the costs it could be even more economical for each city. Through an innovative collaboration, the South Bay Fiber Network (SBFN) was funded through the use of Los Angeles Metro Measure M funds, which typically supports subregional transportation improvement projects. This approach has resulted in significant savings for the member agencies by achieving economies of scale by implementing the project as a

subregion as opposed to individual city projects.

In August 2020, the SBFN was activated and now provides 15 cities and 37 sites, including L.A. Metro and Beach Cities Health District, with 1 Gigabyte-per-second network speeds. Furthermore, the SBFN has also allowed participating agencies to implement smart city applications including digital City Hall kiosks, community WIFI at parks, and traffic signal synchronization projects, as well as support distance learning and remote work.

Next Steps: WRCOG staff and MBI are finalizing the Broadband Assessment, and will return to the Public Works Committee in Q2 2022 for a full presentation on the findings of the Smart Streetlights Implementation Plan and the Broadband Assessment. At that time, staff will be seeking feedback and direction on what, if any, additional steps member agencies would like pursued in regards to smart city technologies and/or broadband.

FCC Affordable Connectivity Program (ACP)

On December 31, 2021, in accordance with the Infrastructure Investment and Jobs Act, the Federal Communications Commission launched the ACP, a \$14.2 billion successor program to the Emergency Broadband Benefit which helped more than 9 million households across the nation afford internet access during the pandemic (Attachment 2).

The ACP assists eligible households with a discount up to \$30 per month towards internet service and up to \$75 per month for households on qualifying Tribal Lands. Eligible households can also receive a one-time discount of up to \$100 to purchase a laptop, desktop computer, or tablet from participating providers if they contribute more than \$10 and less than \$50 toward the purchase price.

A household is eligible for this program if a member of the household meets at least one of the criteria below:

- Has an income that is at or below 200% of the federal poverty guidelines;
- Participates in certain assistance programs, such as SNAP, Medicaid, Federal Public Housing Assistance, SSI, WIC, or Lifeline;
- Participates in Tribal specific programs, such as Bureau of Indian Affairs General Assistance, Tribal TANF, or Food Distribution Program on Indian Reservations;
- Is approved to receive benefits under the free and reduced-price school lunch program or the school breakfast program, including through the USDA Community Eligibility Provision in the 2019-2020, 2020-2021, or 2021-2022 school year;
- Received a Federal Pell Grant during the current award year; or
- Meets the eligibility criteria for a participating provider's existing low-income program.

Approximately 100 providers in the state have partnered with the AFC, which include local and national ISP's such as the Anza Electric Cooperative and Charter-Spectrum. According to FCC data, approximately 50,000 Riverside County households enrolled for the previous Emergency Broadband Benefit and will have to re-qualify to participate in the AFC. For more information, please see Attachment 2 or visit the FCC's ACP website at www.fcc.gov/acp.

Potential for Streetlight Program Revenue to Support Grant Writing Assistance (GWA)

As part of the Broadband Assessment, staff have been researching potential funding opportunities to support WRCOG and its member agencies with planning or implementing smart city and broadband projects. With the advent of the federal and state broadband funding initiatives, staff have identified broadband grant funding opportunities that could potentially be sought by WRCOG and/or its member agencies to support various broadband initiatives, including planning and implementation projects.

The Federal Infrastructure Investment and Jobs Act was signed into law on November 15, 2021, and provides \$65 billion in grant programs to support broadband access and infrastructure expansion. This bill forms six grant programs, detailed in Attachment 3, that provide funding to states, local governments, and eligible households for a variety of broadband-related assistance. In California, SB 156 was signed into law on July 20, 2021, and provides \$6 billion in funding to expand broadband infrastructure. Further described in Attachment 3, SB 156 established three types of funding for Middle and Last-Mile improvements, as well as established a loan loss reserve fund that provides financing assistance to local governments and non-profits that deploy broadband infrastructure.

WRCOG currently operates a GWA Program to assist WRCOG and/or its member agency's in securing grant funding. Currently, the GWA Program is funded by Local Transportation Funds (LTF), which are derived from Riverside County Transportation Commission's (RCTC) Measure A, to support transportation planning, program administration, active transportation, and public bus and rail transit. In theory, LTF could be used to pay for or subsidize GWA for members seeking funding that supports broadband planning initiatives, implementation projects, or other related activities such as billing assistance. However, utilizing LTF to support applications for broadband grants is not listed in the current work-plan to RCTC, which outlines the types of funding that can be sought.

In response to the GWA Program work-plan and LTF constraints, staff have identified a potential funding source which could utilize Regional Streetlight Program revenues to subsidize or pay for GWA for participating members seeking smart city or broadband funding. Staff will coordinate internally to determine the feasibility of utilizing Streetlight Program revenues for this purpose, and will also coordinate with Streetlight Program members in the coming months to receive feedback and validation on this notion.

Prior Action(s):

December 8, 2021: The Administration & Finance Committee received and filed.

Fiscal Impact:

This item is for informational purposes only; therefore, there is no fiscal impact.

Attachment(s):

[Attachment 1 - WRCOG Smart Streetlight Broadband Assessment Draft V2](#)

[Attachment 2 - FCC Affordable Connectivity Program Fact Sheet](#)

[Attachment 3 - Broadband Grant Opportunities](#)

Attachment

WRCOG Smart Streetlights Broadband Assessment

January 24, 2022

Daniel Soltero, Program Manager
Western Riverside Council of Governments
3390 University Ave, Suite 200
Riverside, CA 92501

Subject: WRCOG Smart Streetlights: Broadband Assessment

Michael Baker is assisting the Western Riverside Council of Governments (WRCOG) in developing a Smart Streetlight Implementation Strategy. As part of this effort, one of WRCOG's member agencies has requested that WRCOG evaluate the potential for additional efforts to encourage the development of a Broadband network serving both residences, businesses and government facilities. Michael Baker has reviewed previous and ongoing efforts to deploy Broadband throughout Riverside County, and has identified other examples of regional Broadband efforts that WRCOG could potentially emulate. This technical memorandum summarizes the findings from that review.

Regional Efforts

RIVCO Connect

RIVCOConnect is a County initiative to address digital inequity by providing access to technology and high speed broadband internet in the region. One of the goals of the program is to bring affordable, high speed broadband network countywide and provide service to all residents regardless of economic status or geographic location.



The program was initiated in 2015 and led to the development of a communications master plan in 2016 that set the course for implementation of regional broadband in the County. In 2017, Riverside County released a Request for Participants to deploy advanced broadband systems throughout the County. The request described a goal of providing a fiber wherever possible, and applying alternative technologies where fiber is not possible, providing all residents and businesses with access to high-quality internet and bridging the digital divide.

According to the April 2, 2018 WRCOG Board of Directors Regular Meeting Minutes, the request received eight responses. However, Internet Service Providers were not willing to enter partnerships at the local level without public funding. The County therefore decided to leverage available assets to advocate for providers to build a county-wide broadband network.¹

WRCOG and Michael Baker met with Tom Mullen from RivCoConnect to discuss the details of the RivCO Connect efforts. Based on the interview with Tom Mullen, RIVCOConnect has focused from providing broadband internet service to County residents to advocating and developing programs that connect residents with services providers who offer affordable high speed broadband internet in the region. Providing assistance to the development community and local agencies on permitting for the

¹ https://wrcog.us/AgendaCenter/ViewFile/ArchivedMinutes/_04022018-128

construction and installation of broadband infrastructure is one of the ways the County can help move the needle in the implementation of this vision as well.

Through the research conducted RIVCOConnect has determined that the digital divide may be greater than presented. This is due to the coverage versus service issue. Internet service providers provide broad maps that illustrate coverage areas at a very high level. These maps fail to show the small gaps in the gross service areas. While service may be provided, it may not be accessible to the end user for several reasons. One is cost and another is connectivity to their homes. Until more information is provided by the service providers on who is connected to their systems, it will not be totally clear how well areas are connected. Hence the need to ensure affordable, connected services that reach all residents of the County – regardless of geography or economic status.

Inland Empire Broadband Consortium (IERBC)

The Inland Empire Regional Broadband Consortium (IERBC) was formed in 2012 is a non profit 501(c)(3) that addresses broadband technology access, planning, service reliability, affordability, infrastructure requirements and deployment, and needs within both San Bernardino and Riverside Counties. The program is funded through the California Public Utilities Commission (CPUC) in order to facilitate collaborative planning and to advance the common goals of closing the digital divide by improving access to affordable and reliable high speed broadband internet access in the Inland Empire.

WRCOG is an active member of the IERBC along with a diverse list of 34 additional stakeholders. The Counties of Riverside and San Bernardino, local cities, California State University San Bernardino, school districts, service providers, consultants, and smart cities advocates are all involved in the consortium, which provides for a diverse and well balanced team of dedicated professionals committed to advancing technology in the region.

The IERBC has actively advanced access to broadband in two key ways:

- ✓ Development of the Inland Empire Broadband Infrastructure and Access Plan (2014)
- ✓ Identification of and assistance with grant funding for the implementation of broadband programs

The [Inland Empire Broadband Infrastructure and Access Plan](#) focused on identifying the

need in the region and in highlighting successes and advancements in promoting Smart Region policies and programs, including access to high speed broadband internet.

Grant funding is available for broadband deployment through the CPUC California Advanced Services Fund (CASF). CPUC developed the CASF program in 2007 to support projects that provided broadband services in areas currently without broadband access in underserved areas. Since its inception over \$645 million in grant funds have been awarded across five categories focused on infrastructure, public housing, rural and regional consortia grants, broadband adoption and tribal assistance. With assistance



Inland Empire Regional Broadband Consortium

IERBC Consortium Project Area Map

The Inland Empire Regional Broadband Consortium (IERBC) includes both San Bernardino and Riverside Counties. The Inland Empire has a population of 8.8 million and the two counties cover over 27,000 square miles. The Inland Empire is geographically diverse. The Inland Empire has densely populated urban areas, established and growing suburbs, rural areas, several mountain ranges, lakes, mountain peak areas, and vast high and low deserts. Below is a map showing the IERBC boundaries covering both San Bernardino and Riverside Counties for the Inland Empire region.



from IERBC, Over \$55 million in grant funding has been awarded to San Bernadino and Riverside Counties, which has reached over 17,000 underserved households in the region. This includes Anza Electrical Cooperative “Connect Anza) Phase 1 and 2, Charter Communications in Country Squire Mobile Home Estates in Moreno Valley, and Charter Communications (Spectrum) for the Soboba Springs Mobile Estates in San Jacinto within Riverside county.

California Advanced Services Fund

PU Code Sec 281 (amended by AB1665, Stats. 2017, Ch. 851) provides \$645 million for the CPUC to provide broadband access to no less than 98% of California households in each consortia region. ALL AWARD DATA AS OF JULY 1, 2021

Infrastructure, Loan, and Line-Extension Grant-- \$570 million

\$302 million awarded Supporting **88 projects** of which 79 last-mile/hybrid projects provide broadband access to 67,000 estimated potential households. The average cost per household to the CASF was \$2,989.

Public Housing Account -- \$25 million

\$13.9 million awarded Supporting **322 projects**, connecting 21,268 affordable housing units across 31 counties.
Providing digital literacy training to **128 locations** with 28,652 residents in total.

Rural and Regional Urban Consortia Grant -- \$25 million

\$18.4 million awarded Supporting **12 Consortia grants** (i.e., one additional Consortia application pending for Commission approval) that are facilitating CASF infrastructure applications to serve 44 counties to advance broadband deployment.

Broadband Adoption Account -- \$20 million

\$17.5 million awarded Supporting 232 projects serving 307,530 participants in 29 counties.

Tribal Assistance Program – up to \$5 million

\$1,541,550 Awarded – Supporting **27 projects** for 13 Tribes to provide technical assistance in developing market studies, feasibility studies, and/or business plans which support Tribes in their pursuit of improved communications.

AB 1665 changed program eligibility and introduced a number of key changes including:

- ☐ New Program Accounts and New Monies
 - Infrastructure Grant Account \$300 million
 - Line Extension \$5 million included
 - Will not issue any new loans under the Loan Account.
 - Consortia Account \$10 million
 - Adoption Account \$20 million

The Commission adopted final program rules for the Infrastructure, Adoption, Public Housing and Consortia accounts. A proposed decision is under consideration by the Commission for the Line Extension Account.

Wireline and Fixed Wireless Broadband Availability as of December 31, 2019

Speed Benchmarks (Mbps)	Percentage of Total Households with Broadband Availability			Unserved Households				
				Number of Unserved Households			Percentage of Unserved Households	
	Urban	Rural	Statewide	Urban	Rural	Statewide	Urban	Rural
>=6/1	98.0%	82.7%	97.2%	252,604	119,143	371, 747	2.0%	17.3%
>=25/3	97.8%	73.8%	96.5%	281,507	180,922	462,4 29	2.2%	26.2%
>=100 down	97.5%	48.7%	94.9%	320,504	354,226	674.7 30	2.5%	51.3%

State operations constitute approximately 4.9% of total program FY 2017-18 budget.

A list of consortia regions and CASF Annual Reports are available at <http://www.cpuc.ca.gov/casf/>.

*The Public Housing Account is no longer accepting applications for grant funding.



Last updated: 7/20/2021 3:51 PM

Source: California Public Utilities Commission California Advanced Services Fund (CASF) website: <https://www.cpuc.ca.gov/casf/>

F

Implementation Research and Interviews

Online research was conducted to identify agencies that have successfully implemented programs that advanced broadband installation in their communities. Three agencies were selected based on this research for one on one interview. The three agencies selected include: City of Loma Linda, City of Rancho Cucamonga and South Bay Cities Council of Government. Details of the research on these agencies and the results of the one on one interviews are provided in this section.

Loma Linda Connected Community

The City of Loma Linda is located in San Bernardino County and is home to Loma Linda University and Medical Center. Known for its neonatal intensive care unit, cancer research and treatment, and transplant center, the Loma Linda Medical Center is one of the largest research hospitals in Southern California and is a critical part of the economic fabric of the City.

Through the interview with City staff it was determined that Loma Linda was in an internet void: AT&T did not come into the City with its broadband service, but provided service around the City. While Verizon was rolling out their Verizon FiOs in the region, they would not bring the FiOs into Loma Linda due to AT&T presence around the City. As a result, the City began investigating building a self-reliant fiber network (ultimately a cloverleaf design with four redundant loops) in the City that would connect all municipal and safety building together. These rings would then have spare or dark fibers that could be leased by internet service providers to connect residences and businesses to the fiber optic network.

The Loma Linda Connected Communities program was initiated in 2002 and as of 2021 Phase 1 Network Operations Center and preliminary fiber backbone was substantially complete. The Phase Two fiber backbone will encircle the south-east quadrant of the City. Phases Three and Four will feed the north-west and south-west quadrants respectively. The precise timing of the deployment of the three remaining rings will be primarily determined by the interest level of the residents and businesses in those areas.

Loma Linda was successful in their deployment of citywide broadband through a cooperative agreement between the City and private development. All new commercial and residential development is now required to include fiber optics interface and cabling, and redevelopment involving more than 50% of the structure is held to the same requirement. Dig once policies and modifications to the City building code ensure that the infrastructure is placed in the ground when other public utilities are repaired or installed and in place when buildings are constructed or largely remodeled. These policies and the implementation of the citywide network put Loma Linda on the map as a model for future deployment of citywide high speed broadband internet.

Rancho Cucamonga Municipal Broadband

In 2016 City of Rancho Cucamonga worked with a developer to resolve a fiber connectivity issue. The developer wanted to bring high speed internet to a building they owned, but the local internet service provided wanted over \$30,000 for the installation of the fiber to the building. The City had fiber optic cabling and conduit throughout the City, with spare strands of fiber available. The City saw this issue as an economic opportunity to lease the dark fiber to fill the gaps in the communications system.

Recognizing the opportunity, the City prepared a Fiber Master Plan that provided a roadmap for providing citywide fiber optic broadband internet. Rancho Fiber is currently being offered to new developments where the fiber optic infrastructure has been installed during construction. As Phase 1 of the Fiber Optic Master Plan progresses, the City will be utilizing its existing 70 miles of fiber optic cable

and/or associated conduits to fill network gaps where more business commercial areas and existing residential areas may be added.

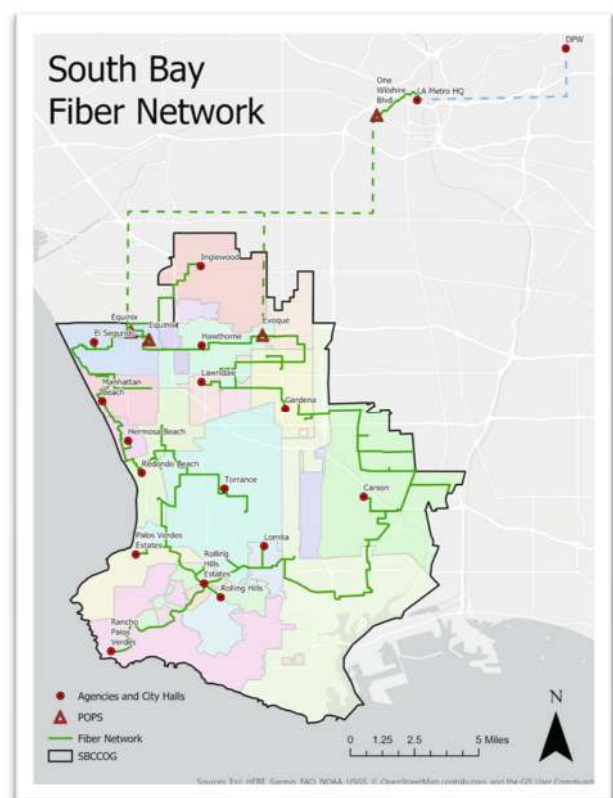
The City is currently partnering with Onward for their internet service. Onward leases dark fiber from the City and provides high speed broadband internet service to both residential and commercial uses in the City. The City is responsible for maintaining and constructing the physical infrastructure in the City. The system is managed and maintained by the City's utility department.

South Bay Fiber Network

The need for high speed broadband internet service began as an economic development issue when a large employer in the City of Torrance left for another state because of the lack of high speed, reliable internet service. The South Bay Workforce Investment Board and one of the Los Angeles County Supervisors provided seed funds to assess the issue in 2017 and the region prepared the South Bay Broadband Master Plan. The plan outlined the need for a high-speed capacity broadband network that would allow the South Bay cities to embrace the digital economy, smart city initiatives, integrated utilities and next-generation economic development. Planning for these initiatives was a necessity to remain competitive and differentiate the South Bay as a technology-savvy place to live, work, play and learn. The master plan provided a detailed blueprint for broadband and technology infrastructure to keep the South Bay at the forefront of the digital economy.

As of August 2020, South Bay Cities Council of Governments (SBCCG) has an operational Municipal Giga Byte Network call the South Bay Fiber Network (SBFN), which has connected 15 cities and 37 municipal sites. To fund the project, the South Bay Cities submitted a funding request for \$4.4 billion in Measure M (transportation tax) funds in September 2019. Because officials were asking for transportation funding, the project leaders needed to establish a transportation component. South Bay officials and the Metro (Transportation Authority) agreed to connect the fiber-optic ring to traffic collection centers and traffic monitoring programs operated by the Metro, Los Angeles County, Manhattan Beach, and Torrance.

The cities later received an additional \$2.5 million in additional Measure M funding, as well as \$1.2 million from the state. The network includes series of fiber optic rings that allows for redundancy and reduces potential down time. Each of the member agencies have at least one site connected to the fiber optic ring. To date a total of 37 municipal site are connected, which includes connectivity to Metro stations, West Basin Water District, Beach Cities Health District, Lundquist BioMedical Insititute, South Bay Workforce Investment Board (7 locations), and Los Angeles County Department of Public Works.



SBCCOG leases the dark fiber on the network to an outside vendor (American Dark Fiber). American Dark Fiber maintains the fiber optic network and contracts with an internet service provider (Race Communications) that provides internet to the cities and the public. Monthly recurring costs for service and/or transport circuits are covered by the respective agency.

Additional On-Line Research

According to Connect California, there are 17 municipal agencies that provide broadband in the state of California as of January 2022. Facts provided by Connect California:

- ✓ There are 332 total municipal broadband networks in the US, with only 63 of those offering Fiber to the Home internet service for residential use.
- ✓ The majority of municipal broadband networks in California are based in dark fiber owned by the city. Only 2 of the 17 municipal providers in California are utility co-ops: Connect Anza, and Plumas-Sierra Telecommunications.
- ✓ Only 6 of the 17 municipal broadband providers in California offer residential services, with 3 offering FTTH (Fiber to the Home) service in the last mile. The rest focus on enterprise and business services, or are exclusive to municipal services and anchor institutions like hospitals, libraries, and schools.

The box to the right is a list of agencies that provide municipal broadband services to residential and/or business partners. The following is a summary of a select group of agencies where information about their program was available

City of Beverly Hills

Fiber to the Premise program began in 2014 and aimed to provide broadband services to residents and businesses throughout the City. The program will provide one Gigabit-per second internet speeds to residents for about \$50 per month. Voice and video services (phone and television) will also be available as add-on services. As of 2020, the City was in the process of installing fiber optic cabling citywide and is anticipated to roll out services in 2022.

California Municipal Broadband Providers:

- ✓ Beverly Hills (late 2022)
- ✓ Burbank Water and Power
- ✓ City of Anaheim
- ✓ City of Shafter
- ✓ Connect Anza
- ✓ Culver Connect
- ✓ Loma Linda Connected Community
- ✓ City of Long Beach
- ✓ Palo Alto Fiber
- ✓ City of Pasadena
- ✓ Plumas-Sierra Telecommunications
- ✓ Riverside Dark Fiber Network
- ✓ San Bruno Municipal Cable TV
- ✓ City of Santa Clara
- ✓ Santa Monica City Net
- ✓ Truckee Donner Public Utility
- ✓ Vernon Light & Power

City of Anaheim

Anaheim Public Utilities operates a fiber optics network to control and monitor its water and electric systems and provide connectivity for municipal services. The fiber network has spare capacity that broadband service providers can lease to provide high-speed internet access to their customer in Anaheim.

In addition, major cell phone companies (AT&T, Verizon, and T-Mobile) are working to improve service for their customers in the City. As part of these improvements, they are replacing some of the streetlight poles to allow installing their wireless equipment inside an enclosure at the top. These installations are referred to as Small Cell Sites. To streamline the process, Anaheim Public Utilities has adopted a standard license agreement and wireless-ready streetlight poles.

Culver Connect

Culver Connect is a municipal fiber network facilitating high speed data connectivity to Culver City businesses in order to promote economic development. In 2013 the City began consulting with the Culver City business community about their need for enhanced broadband connectivity. The City then completed a high-level network design and evaluated potential business models. In 2015, the City Council approved funding for the design and construction of a Municipal Fiber Network. Construction of the network was completed in July 2018. Culver City now has a 21.7 mile network backbone in three geographical network rings interconnected by “ring ties” of approximately 3.1 route miles of fiber. The network backbone is comprised of 576 strands of entirely undergrounded fiber. There are three hub facilities located in the city which house city-owned network electronics. The City leases two fiber connections to carrier hotels at One Wilshire in Los Angeles and Equinix (LA3) in El Segundo.

City of Pasadena

The City of Pasadena owns and operates approximately 50 miles of fiber network, which supports City business and transportation operations. Currently the system provides the foundation for a variety of business-oriented services that the City offers currently and plans to expand in the future. For businesses seeking to connect multiple facilities within Pasadena, the City offers either dark fiber leases or lit services between locations within Pasadena. Currently the City does not provide service in residential areas.

Riverside Dark Fiber Network

Riverside Public Utilities offers dark fiber leases on its 120-mile network, which connects office buildings, industrial properties and data centers, and serves 5G-ready sites throughout the city limits. Internet service providers or wireless operators can lease fiber and use it to deliver connectivity to customers, and businesses can use it to create their own wide area enterprise networks. More locations will be added, with the goal of making dark fiber connections available to industrial and commercial customers everywhere in Riverside. The program does not currently include residential service.

Santa Monica CityNet

For more than two decades City of Santa Monica has been constructing a citywide fiber optic network that has connected civic facilities and businesses. In 2015, the City embarked on their Digital Inclusion Pilot Program, which connected ten affordable housing projects to the City’s fiber network. Since this pilot program began the City has continued to connect low income, high density residential projects to the fiber network.

Additional Resources:

Rural Oregon projects: <https://www.oregon4biz.com/Broadband-Office/Rural-Broadband-Capacity-Program/>

Arizona Initiatives (see PDF page 39 for AZ examples and page 40 for other case studies): https://azlibrary.gov/sites/default/files/erate_2018_az_broadbandstrategicplan_final.PDF

<https://www.azcommerce.com/broadband/grant-opportunities/>

California State Action Plan: <https://broadbandcouncil.ca.gov/action-plan/>

SCAG resolution and Draft Broadband Policy: <https://calcog.org/scag-commits-to-broadband-for-underserved/>

California Association of Councils of Governments resources: <https://calcog.org/broadband-resources/>

Summary & Conclusions

If you have any questions pertaining to the findings summarized in this memo, please call Dawn at (760) 603-6266.

Sincerely,

Dawn Wilson,
Department Manager
Transportation Planning

DRAFT

Attachment

FCC Affordable Connectivity Program Fact Sheet



Affordable Connectivity Program

Helping Households Connect

The Affordable Connectivity Program is an FCC program that helps connect families and households struggling to afford internet service.

The Affordable Connectivity Program provides:

- Up to \$30/month discount for broadband service;
- Up to \$75/month discount for households on qualifying Tribal lands; and
- A one-time discount of up to \$100 for a laptop, desktop computer, or tablet purchased through a participating provider if the household contributes more than \$10 but less than \$50 toward the purchase price.

The Affordable Connectivity Program is limited to one monthly service discount and one device discount per household.

Who is Eligible?

A household is eligible if a member of the household meets at least one of the criteria below:

- Has an income that is at or below 200% of the Federal Poverty Guidelines;
- Participates in certain assistance programs, such as SNAP, Medicaid, Federal Public Housing Assistance, SSI, WIC, or [Lifeline](#);
- Participates in one of several Tribal specific programs, such as Bureau of Indian Affairs General Assistance, Tribal Head Start (only households meeting the relevant income qualifying standard), Tribal TANF, or Food Distribution Program on Indian Reservations;
- Is approved to receive benefits under the free and reduced-price school lunch program or the school breakfast program, including through the USDA Community Eligibility Provision;
- Received a Federal Pell Grant during the current award year; or
- Meets the eligibility criteria for a participating broadband provider's existing low-income program.

Check out www.fcc.gov/ACP for a **Consumer FAQ** and other program resources.

Two-Steps to Enroll

1. Go to ACPBenefit.org to submit an application or print out a mail-in application; and
2. Contact your preferred participating provider to select a plan and have the discount applied to your bill.

Some providers may have an alternative application that they will ask you to complete.

Eligible households must **both apply for the program and contact a participating provider to select a service plan.**

Call 877-384-2575

or find more information about the Affordable Connectivity Program at fcc.gov/ACP

Attachment

Broadband Grant Opportunities

Table 1: California's Broadband Budget Bill (SB 156)

Amount	Name	Description
\$3.25 B	Middle-Mile Improvements	Hire a 3 rd party to build and maintain the middle-mile network.
\$2 B	Last-Mile Improvements (Urban and Rural)	Provides funding for last-mile infrastructure lines that will connect customers with local networks in rural and urban communities.
\$750 M	Loan Loss Reserve Fund	Provides financing assistance to local governments and non-profits to deploy broadband infrastructure

Table 2: Federal Infrastructure Investment and Jobs Act: Broadband Affordability and Infrastructure

Amount	Name	Description
\$42.5 B	Broadband Equity, Access, and Development Program.	Provides direct allocation to States for underserved and unserved areas.
\$14.2 B	Affordable Connectivity Program.	Provides broadband subsidies to eligible households.
\$3.25 B	Middle Mile Grants.	Provides grants for State-owned middle mile network.
\$2.75 B	Digital Equity Act Competitive Grant Programs.	Provides grants for States to achieve digital equity and inclusion, and for senior citizens, veterans, minorities, and individuals with language barriers.
\$2 B	Tribal Broadband Connectivity Program	Provides direct allocation to tribes for broadband adoption and deployment.
\$750 M	Local Governments and Non-Profits to assist in initial financing	Provides grants for construction, improvements, or acquisition of infrastructure, with priority towards underserved areas.