

PUBLIC PRIVATE PARTNERSHIP PROPOSAL

Operation of a Municipal Fiber-Optic Network
City of Providence



STRATA
NETWORKS®



Introduction to STRATA Networks

STRATA Networks, headquartered in Roosevelt, Utah, was founded in 1951 with the mission of delivering telephone service to the rural areas of the Uintah Basin which were not being served by the current telephone service provider. Over the past seven decades, STRATA has evolved and progressed with technology. Today, STRATA is the largest independent telecommunications cooperative in the state of Utah, offering fiber-optic internet connectivity to 9,000 locations, nationwide wireless coverage, television, and voice service.

Helping people connect with each other has always been STRATA's major focus. Responding to the needs of customers, the company has taken steps, building layer upon layer, forming a rock-solid foundation of the latest technology. Today, STRATA and its subsidiary companies, employ nearly 300 highly skilled individuals who bring a wide array of knowledge and expertise.

In addition to the company's traditional telecommunications services mentioned above, the company offers the following:

- Network Operation Center: 24/7/365 network monitoring and answering service
- Data Center located in Vernal, Utah
- Carrier Aggregation/Switching
- Media Production & Distribution
- Marketing Services
- IT and Telemetry Services

Although the company has diversified over years, building robust broadband networks remains STRATA's core competency. STRATA has been building and maintaining fiber-optic infrastructure for over thirty years. STRATA has the experience to design, construct, operate, and maintain a robust fiber optic network that can deliver world-class speed and service to the residents and businesses located in Providence.

Providence City: Fiber-optic statement of need

According to public record, in 2019, a broadband survey was conducted in the City of Providence to identify interest in broadband. Some of the key findings of that survey are outlined here:

- -64 Net Promoter Score for existing internet service offerings in Providence
- 94% of respondents would support the City's pursuit of additional broadband options
- 90% of respondents would support the City's build of an opt-in, subscription-based, FTTP build

Overview of STRATA's Position and Proposal

STRATA suggests that broadband connectivity should be considered a basic need for every residence and business in the community. Similar to the way electricity is a utility, and its status as an essential service for every American, broadband has become essential for business, economic growth, education, entertainment, and staying connected to friends and family.

STRATA has reviewed and understands the City's primary objectives with a fiber optic project. Working mutually with City officials, we believe we can provide the following for Providence City and its residents:

- A fiber optic network owned by the city of Providence.
- If a utility-model is selected (details provided in proposal), included in a reasonable base utility fee, all residents will have access to a free basic internet service which is sufficient for web browsing and email. In this model, considerations can also be given to reduce/eliminate the utility fee for some citizens based on pre-determined qualifiers of economic hardship. If an opt-in, subscription-based, model is selected, a free basic internet service would not be provided, rather, each citizen would be given the opportunity to subscribe to high tier broadband services at their discretion.
- Open-access network which will increase the number of Internet Service Providers (ISPs) available to Providence residents and businesses.
- A fiber network that delivers gigabit per second (Gbps) speeds to residents and up to 10 Gbps speeds to businesses, with the ability to expand capacity and bandwidth in the future.
- A solution that considers the current and future fiber optic needs of 5G wireless, Community Wi-Fi, City metering, and the advent of the internet of things (IoT).
- A network that is built and operational in three years or less.
- A trusted partner to operate, maintain, and refresh the network for Providence City.
- A project that meets the anticipated financial objectives of Providence City, which likely include a total construction cost, not to exceed costs outlined in previous proposals, and overall operational margin.



The Public Private Partnership (PPP) Proposition

Public-private partnerships involve collaboration between a government agency and a private-sector company that can be used to finance, build, and operate projects, such as public transportation networks, parks, and convention centers. Funding a project through a public-private partnership (PPP) can allow a project to be completed sooner or make it a possibility in the first place. STRATA is proposing to form a PPP with Providence City towards the design, construction, and ongoing operation of a municipal fiber-optic network.

An "Unsolicited Proposal" under Utah State Law (63G-6a-712)

An unsolicited written proposal can be utilized for a public-private partnership and may be submitted to a procurement unit at any time. As referenced under Utah Code 63G-6a-712, a statement that the unsolicited proposal is submitted under this section is required.



The following table of contents is provided as an outline of the primary components of the proposed PPP:

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I. Executive Summary

Current events have continued to solidify the significance of properly designed and built fiber networks as critical infrastructure among Utah municipal leaders. Recent municipal broadband efforts in Utah have confirmed that municipalities can deploy successful open-access fiber optic networks, however, current network ownership and revenue share models limit some of the long-term financial benefits. STRATA's proposal addresses these issues and seeks to provide a more mutually beneficial model for all parties involved while allowing the municipality to retain ownership of the network itself. Municipalities are well positioned and accustomed to owning infrastructure, as evidenced by city owned road systems, culinary and secondary water systems, sewer systems, and, at times, municipal power infrastructure. However, often, municipalities realize that they may not possess all required core-competencies to run fiber networks while still understanding the critical need for a solution. A Providence/STRATA solution would provide a substantive option and template, for other like-minded municipalities.

The costs included in this proposal are reflective of an all-fiber hybrid Passive Optical Network (PON)/Active Ethernet architecture. Adjustments of that architecture can be evaluated and correlating costs to the model can be adjusted in accordance with preferences of the City. STRATA intends to work with the City to ensure that the network is designed to meet all the mandatory minimum requirements and preferences of Providence City. The network design utilizes the placement of a strategically located equipment shelter and multiple fiber distribution hubs (FDH's), essentially dividing Providence City into multiple service zones. The addresses within each zone will be served by their respective FDH. The construction of the network is proposed using primarily micro-trenching, directional drilling (boring), with minimal surface interruptions, and some considerations for some aerial construction (primarily for final distribution to homes and businesses, where applicable). STRATA proposes a coordinated effort with City staff to select appropriate construction methods considering impact to other utilities, road conditions, traffic/community interruptions, balanced with cost considerations for each construction methodology.

Top quality, carrier-class materials and network components have been carefully selected to ensure Providence City's investment will last many years into the future and that the network will be cost-effective to maintain. One example of this, is that we have chosen to utilize Multi-Service Terminals (MST's), located inside a non-metallic pedestal, strategically placed in serviceable locations for every household and business throughout the City. MST's are simply a connectorized fiber terminal at the property line, pre-spliced to the fiber network, that allows connectorized fiber service drops to be installed from the property line to the home/business without requiring any special tools or fiber fusion splicing in the splice vaults/handholes. These MST's are more costly to install initially, but significantly reduce installation costs, improve response time to new customer service requests, and reduce customer outages. Additionally, MST's effectively eliminate the need to re-enter fiber splice cases in the field after the network construction is complete, thus eliminating the costs of that re-entry and the associated fiber fusion splicing for each customer install and reducing the opportunity for network/service interruptions that can come from accessing the splice cases. Long term cost savings are passed on to the city in reduced operational costs in the network operation/maintenance agreement with STRATA.

Another example of quality material comes in something as simple as the tracer wire selected for installation with the underground conduit(s). STRATA has selected a high-quality HDPE-coated tracer wire rather than simply having a smaller gauge wire included in the conduit itself. We have proposed



this based on years of experience operating, and locating, fiber networks. In our experience, the smaller gauge wire, typically found as an option included in the conduit itself, does not provide adequate signal quality to produce consistent and accurate infrastructure locates, which is essential to the ongoing protection of the network.

The proposed Public Private Partnership (PPP) brings together one of the state's most reputable and established telecom carriers with a beautiful, forward-thinking, and thriving conservative community. The explanations and examples above represent the level of experience and expertise STRATA brings to the table. We put forward our unsolicited offer for your earnest consideration and look forward to working alongside Providence as your partner in this critical endeavor.

KEY POINTS OF THE PROPOSAL

- Providence City will own the network
- Providence City has earning potential for revenues received due to subscription take rate beyond required amount for the minimum bond payment
 - o This additional revenue could be used at Providence City's discretion (retiring debt, improving roads, implementing Smart City initiatives, etc)
- STRATA Networks will provide Planning, Engineering, and Construction services to minimize overall infrastructure costs to Providence City
- The Public Private Partnership (PPP) provides mutual incentives for long-term strategic alignment
- STRATA Networks brings relevant expertise and experience in a multitude of technology segments

II. Expenses & Revenues Summary

Financial Summary - Utility Model

City-Wide Fiber Network (Public-Private Partnership)

Providence City

FIBER-OPTIC INFRASTRUCTURE MODEL

Total Fiber-Optic Network Infrastructure Cost:	\$	8,064,938
Deferred Interest:	\$	403,247
Revenue During Construction:	\$	479,707
Allowances:	\$	625,749
Total Bond Amount:	\$	8,614,227
Monthly Bond Payment for Infrastructure:	\$	33,966
Minimum # of Subscribers for Monthly Bond Payment:		371
Minimum Take Rate for Monthly Bond Payment:		13.80%
Target Monthly Subscriber Fee - Residential (1000 Mbps):	\$	75.00
Target Monthly Subscriber Fee - Business (100 Mbps):	\$	130.00

REVENUE DISTRIBUTION

TOTAL SYSTEM REVENUES (ANNUAL):	\$	1,053,790
TOTAL REVENUES PAID TO PROVIDENCE CITY BOND PAYMENT (ANNUAL):	\$	407,592
TOTAL REVENUES DEPOSITED TO ESCROW FOR NETWORK REFRESH (ANNUAL):	\$	85,578
TOTAL PROVIDENCE REVENUE NET MARGIN (ANNUAL):	\$	133,509
SUB-TOTAL OF PROVIDENCE REVENUE (ANNUAL):	\$	626,679
TOTAL REVENUES PAID TO NETWORK OPERATOR (ANNUAL):	\$	248,201
TOTAL REVENUES PAID TO INTERNET SERVICE PROVIDERS (ANNUAL):	\$	178,910

CITY INVESTMENT

TOTAL CITY NET REVENUE MARGIN (LIFE OF DEBT):	\$	2,567,326
TOTAL REVENUES COLLECTED FOR NETWORK REFRESH (LIFE OF DEBT):	\$	7,446,024
ESTIMATED CITY INFRASTRUCTURE VALUE AT BOND/DEBT RETIREMENT:	\$	5,570,227

CONSIDERATIONS & MODEL IMPACT

Preparation for 5G/Wifi Small Cells Cost:	\$	345,418
Additional # of Subscribers to Cover Increased Monthly Bond Payment:		79
Additional Take Rate % to Cover Increased Monthly Bond Payment:		2.96%

Assumption:

Construction methods assume a mix of Micro-Trenching, Directional Drilling, & Aerial Placement. Specific planning with City staff may change the mix ratios which will impact the overall cost of network construction.

Financial Summary - Opt-In Subscription-Based Model

City-Wide Fiber Network (Public-Private Partnership)

Providence City

FIBER-OPTIC INFRASTRUCTURE MODEL

Total Fiber-Optic Network Infrastructure Cost:	\$	6,402,938
Deferred Interest:	\$	320,147
Revenue During Construction:	\$	291,338
Allowances:	\$	625,749
Total Bond Amount:	\$	7,057,496
Monthly Bond Payment for Infrastructure:	\$	27,828
Minimum # of Subscribers for Monthly Bond Payment:		1014
Minimum Take Rate for Monthly Bond Payment:		37.81%
Target Monthly Subscriber Fee - Residential (1000 Mbps):	\$	75.00
Target Monthly Subscriber Fee - Business (100 Mbps):	\$	130.00

REVENUE DISTRIBUTION

TOTAL SYSTEM REVENUES (ANNUAL):	\$	848,297
TOTAL REVENUES PAID TO PROVIDENCE CITY BOND PAYMENT (ANNUAL):	\$	333,936
TOTAL REVENUES DEPOSITED TO ESCROW FOR NETWORK REFRESH (ANNUAL):	\$	85,578
TOTAL PROVIDENCE REVENUE NET MARGIN (ANNUAL):	\$	1,675
SUB-TOTAL OF PROVIDENCE REVENUE (ANNUAL):	\$	421,188
TOTAL REVENUES PAID TO NETWORK OPERATOR (ANNUAL):	\$	248,201
TOTAL REVENUES PAID TO INTERNET SERVICE PROVIDERS (ANNUAL):	\$	178,908

CITY INVESTMENT

TOTAL CITY NET REVENUE MARGIN (LIFE OF DEBT):	\$	50,247
TOTAL REVENUES COLLECTED FOR NETWORK REFRESH (LIFE OF DEBT):	\$	2,567,326
ESTIMATED CITY INFRASTRUCTURE VALUE AT BOND/DEBT RETIREMENT:	\$	4,276,659

CONSIDERATIONS & MODEL IMPACT

Preparation for 5G/Wifi Small Cells Cost:	\$	345,418
Additional # of Subscribers to Cover Increased Monthly Bond Payment:		49
Additional Take Rate % to Cover Increased Monthly Bond Payment:		1.85%

Assumption:

Construction methods assume a mix of Micro-Trenching, Directional Drilling, & Aerial Placement. Specific planning with City staff may change the mix ratios which will impact the overall cost of network construction.

MONTHLY RESIDENTIAL PRICING - UTILITY MODEL

	250 Mbps Package	1000 Mbps (Gig) Package
City Bill	*Utility Fee: \$ 10.00	*Utility Fee: \$ 10.00
	Network Refresh Fee: \$ 7.00	Network Refresh Fee: \$ 7.00
	Network Operator Fee: \$ 20.00	Network Operator Fee: \$ 20.00
	City Infrastructure Fee: \$ 15.00	City Infrastructure Fee: \$ 21.00
	Total: \$ 52.00	Total: \$ 58.00

	250 Mbps Package	1000 Mbps (Gig) Package
ISP Bill	**Internet Service Provider Fee: \$ 13.00	**Internet Service Provider Fee: \$ 17.00

Total Monthly Subscription Cost: \$ 65.00

Total Monthly Subscription Cost: \$ 75.00

* All residents pay this fee monthly but, for subscribers, that fee is credited toward monthly bill.

** ISP will ultimately determine this fee, but at least one ISP has already committed to this price.

Assumption:

The current model assumes a 75% - 25% split between the 250 Mbps and 1000 Mbps (Gig) packages respectively. Based on the Providence broadband survey completed in 2019, referenced previously in this proposal, the ratio of 250 Mbps to 1000 Mbps (Gig) could be much more favorable but this assumption was used in the model to provide a conservative estimate.

MONTHLY RESIDENTIAL PRICING - OPT-IN SUBSCRIPTION MODEL

	250 Mbps Package	1000 Mbps (Gig) Package
City Bill	Network Refresh Fee: \$ 7.00	Network Refresh Fee: \$ 7.00
	Network Operator Fee: \$ 20.00	Network Operator Fee: \$ 20.00
	City Infrastructure Fee: \$ 25.00	City Infrastructure Fee: \$ 31.00
	Total: \$ 52.00	Total: \$ 58.00

	250 Mbps Package	1000 Mbps (Gig) Package
ISP Bill	*Internet Service Provider Fee: \$ 13.00	*Internet Service Provider Fee: \$ 17.00

Total Monthly Subscription Cost: \$ 65.00

Total Monthly Subscription Cost: \$ 75.00

* ISP will ultimately determine this fee, but at least one ISP has already committed to this price.

Assumption:

The current model assumes a 75% - 25% split between the 250 Mbps and 1000 Mbps (Gig) packages respectively. Based on the Providence broadband survey completed in 2019, referenced previously in this proposal, the ratio of 250 Mbps to 1000 Mbps (Gig) could be much more favorable but this assumption was used in the model to provide a conservative estimate.

III. Network Ownership

It is proposed that Providence City (the City) will fund the capital infrastructure cost (CapEx component) of the proposed fiber-optic network for the construction and commencement of the project. Ownership of the network will reside with the city.

a. Capital Expense (CapEx)

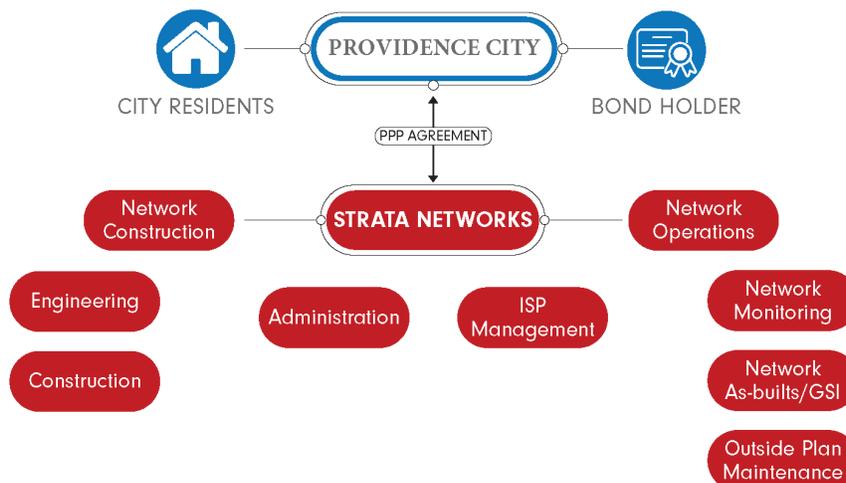
The capital expense will be dictated by the topology design and selected fiber deployment model (Opt-in, Opt-out, Utility Model, other). CapEx costs include engineering, the physical build of the network, electronics, routing expense, utility locating services, permitting, materials, material handling, some operational start-up costs, public relations during construction, network marketing collateral expenses and construction management of the project.

STRATA maintains core competencies and experienced fiber network deployment expertise, having served various community’s telecom needs for nearly seven decades. STRATA will employ our knowledge and experience, working as a partner with Providence, to deploy critical fiber-optic network infrastructure for your community.

Working directly with Providence leadership, STRATA proposes to oversee and manage the engineering, and construction of the network build under mutually determined financial parameters and performance metrics. Various and defined deployment methodologies will be mutually explored, evaluated, and ultimately determined to seek construction expediciencies.

The City will work as a partner to facilitate needed permitting and easement requirements of the network.

Providence and STRATA will work together to ensure fiber electronic procurements meet the ongoing and future needs of the network, including network topology designs, network maintenance, and operational management efficiencies.



IV. *Network Operations and Management*

STRATA will operate and manage the ongoing network operations which will include, but is not limited to the following:

- Network Operation Monitoring (NOC)
- As-builts, GIS and network documentation
- Sales and Marketing
- Customer Service
- Open-Access management
- Material handling
- Field Technician Services
- Billing*
- System refresh parameters will be set forth and operational costs will reflect the refresh parameters costs.

* STRATA is willing to discuss, with Providence City, the various options in selecting the City's optimal billing methodology.

a. Sustainable Operational Revenues

Projected post-construction revenues will be used to cover ongoing operational costs, potential CapEx shortfalls and accruing of network refresh requirements. (i.e. shortfalls potentially inherent in utility fee assessment methodology)

As the network matures, operational revenues are projected to exceed operation costs, resulting in potential net positive revenues. As part of the PPP process, STRATA and Providence will determine how to allocate net positive revenues as they occur.

V. *Municipal Fiber-Optic Deployment Model(s)*

The City will select a preferred fiber network deployment model. The selection of the deployment model greatly influences the construction, deployment, and operational costs of the network. Presently, deployment model considerations include:

a. Utility Model

The utility model is the preferred and most advantageous methodology of deployment. The fiber optic network is ubiquitously deployed as a city utility. Each city address is provided a drop level access to the network. A common Optical Network Terminal (ONT) is established to each city address. A base level internet connection would be provided with the base connection. Residents and businesses are charged a monthly utility cost intended towards repayment of the CapEx expense of the network.

b. Opt-out

A ubiquitous network deployment that sets forth a pre-determined time frame for Providence residents to "opt out" of participation. So long as pre-determined enrollment levels remain within acceptable participation parameters, the City would proceed with the financing and deployment of the network.

c. Opt-in

Pre-determined participation levels, or “Opt-in” enrollment participation, must be met to meet financial feasibility parameters. “Opt-in” models typically require a campaign level effort to raise awareness and obtain pre-construction contractual commitments. Once minimum level participation enrollment parameters are realized the city would move forward to finance the project.

d. Other

Hybrid deployment possibilities may allow for variations and or nuance iterations to the aforementioned deployment models. Various options in both models are available which will impact costs, bond payments, and overall financial viability.

The Opt-In subscription model is what is being proposed currently, but STRATA is willing to discuss options with the City for any of the model options listed.

VI. *Smart City Initiatives*

STRATA recognizes the City’s need to build a fiber-optic network that can support Smart City initiatives now and in the future. As a cellular/wireless provider, owning and operating a robust mobile wireless network, STRATA has many years of experience in developing wireless data infrastructure. STRATA’s in-house staff has expertise in acquiring tower locations, designing and constructing towers, providing wireless internet solutions (fixed & mobile) from those towers, and delivering site-specific fiber-optic infrastructure. STRATA currently owns and operates ~100 towers in Utah, Colorado, and Wyoming. STRATA also delivers mobile backhaul via fiber-optics to the largest carriers in the United States.

STRATA currently provides multiple community WiFi hotspots and has experience in building, supporting, and maintaining wireless WiFi networks. As a trusted community partner, STRATA has experience working closely with community leaders to develop city ordinances and guidelines to produce predictable micro-cell and 5G deployments now and in the future.

In addition to current and future wireless technologies, STRATA has experience in building and operating network infrastructure to support UDOT traffic signals, traffic cameras, and weather stations. STRATA has also leveraged its network capabilities to support public safety efforts including street-view cameras and Emergency Alert Systems (EAS). Working hand-in-hand with City officials/staff, STRATA’s diverse expertise can be leveraged to ensure that the fiber network has appropriate capacity for current and future needs and to assist Providence City with these and other Smart City initiatives.

This proposal includes an optional line item to add handholes, fiber, and a splice case to multiple locations throughout the city to support future wireless backhaul and other smart city initiatives.

VII. *Transport and Network Backhaul*

STRATA Networks proposal includes providing fiber-optic transport from Cache Valley to the Salt Lake City Metro area. Additionally, utilizing STRATA Networks’ fully redundant and geographically diverse fiber infrastructure in both the Salt Lake City and Denver metro areas, provides an even more robust level of network redundancy and availability for the users of the network.



VIII. *Open Access Model*

STRATA proposes the network be established as an “Open Access” network, inviting other ISPs and telecom providers common access to the network in order to provide broadband and connectivity services to Providence citizens. STRATA proposes to manage the network as a true “Open Access” network to allow fair and equal access. Both STRATA and Providence City will recruit and manage other ISPs and telecom providers to the network. In addition, STRATA will provide an auto-provisioning capability allowing consumers to auto-select their choice for internet service provider.

a. *Producing a Sustainable, Repeatable Network Deployment*

Once Providence is successfully being deployed, we propose to replicate our collective efforts towards a sustainable implementation model, recruiting other like-minded municipalities throughout Cache Valley.

IX. *Network Security*

STRATA Networks manages cybersecurity for its network and facilities through the company’s dedicated cybersecurity program. As a part of this program, STRATA’s data center achieved the highly regarded designation of being a “SOC 2” approved facility in 2019. All cybersecurity requirements are documented and communicated to employees through this program. At the time of hiring, STRATA employees are required to review and accept the company’s cybersecurity policies.

Access to STRATA’s network and the equipment utilized to manage it is restricted based on an employee’s specific position and the following principles: the employee’s need-to-know, the least amount of access needed to accomplish their job, and the strict separation of duties among employees. Network changes are managed according to specific change control procedures based on STRATA’s change management policy. Network components are hardened consistent with industry best practices, and network segmentation is implemented to ensure the secure operation and administration of all systems.

Environmental controls and physical security of all facilities, including network connectivity, is monitored for proper performance and secure operations 24 hours a day, 365 days a year by STRATA Networks’ dedicated, Network Operations Center (NOC). The STRATA NOC monitors network connectivity, traffic patterns, power, and environmental performance for the entire STRATA network. Automated alerts to security staff are generated when unauthorized physical access to a facility occurs or when critical thresholds are met.

STRATA’s proposal as the Network Operator for Providence City’s fiber network would utilize the same policies and procedures as those utilized in STRATA’s own network (mentioned above).



Providence City
164 N Gateway Drive
Providence, Utah 84332

Providence City,

Thank you for the opportunity to present this unsolicited proposal to your city staff, administration, and city-government. We appreciate the time taken by the city staff to consider the proposal and its potential value for the city of Providence. The STRATA Networks team looks forward to working with you to design, construct, and operate a state of the art, world-class fiber optic infrastructure system in Providence City.

The preceding proposal provides a high-level overview of a robust network model which has been prepared with a focus on best practices in fiber optic architecture, materials, network topology, construction methods, and operational support. STRATA's unique perspective and abilities to execute come, in part, from over 65 years of telecommunications experience, with fiber optics being part of that experience for over 30 years. STRATA has experience with both Active Ethernet Networks and Passive Optical Networks and has implementations and experience with numerous outside-plant and inside-plant materials, equipment, and architectures/methodologies. A partnership with STRATA allows Providence City to leverage the carrier-class experience of a proven Utah-based telecommunications company focused on the specific needs/expectations of Providence. We feel that we bring the experience, leadership, and knowledge that will ensure success for your potential project.

STRATA provides a strong professional services team staffed with excellent employees who have the experience and expertise to greatly compliment, enhance, and ensure success for Providence in this endeavor. On the following page you will find the contact information for the STRATA personnel who are leading this effort. If you have questions or would like to discuss our proposal in more detail, please feel free to contact a member of our team dedicated to this effort, or you are always welcome to contact me at your convenience.

Sincerely,

A handwritten signature in black ink that reads "Bruce H. Todd".

Bruce H. Todd
CEO/General Manager
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