

**U.S. DEPARTMENT OF COMMERCE**

**NATIONAL TELECOMMUNICATIONS AND  
INFORMATION ADMINISTRATION**

**STATEMENT OF WORK**

**Broadband Technology Opportunities Program  
Program Development and Administrative Services**

**June 15, 2009**



## **1. INTRODUCTION**

Section 6001 of the American Recovery and Reinvestment Act of 2009 (Recovery Act 2009) authorizes the U.S. Department of Commerce, National Telecommunication and Information Administration (NTIA), in coordination with the Federal Communication Commission (FCC), to establish a national broadband service development and expansion program in conjunction with the technology opportunities program, referred to as the Broadband Technology Opportunities Program (BTOP). Funding is provided to award competitive grants to accelerate broadband deployment in unserved and underserved areas and to strategic institutions that are likely to create jobs or provide significant public benefit.

### ***1.1. Objectives***

The Broadband Technology Opportunities Program (BTOP) is a new competitive grant program that will enable consumers and businesses in unserved and underserved areas of the United States to access broadband services. BTOP will stimulate demand and facilitate greater use of broadband services while contributing to economic growth and job creation. The objective of this contract effort is to develop, administer, and integrate this program to ensure the timely and efficient disbursement of BTOP funding to qualified applicants. The State Broadband Data and Development Grant Program is a competitive program to make awards for the development and implementation of statewide initiatives to identify and track the availability and adoption of broadband services within each State.

### ***1.2. Scope***

This Statement of Work (SOW) supports an end-to-end solution for the implementation and execution of these broadband grant programs, including support for the following program areas: (1) Program Administration, (2) Application Review Process, (3) Communications and Outreach, (4) Grants Administration and Post-Award, (5) Technical Assistance, and (6) Management Support.

## **2. PERFORMANCE REQUIREMENTS**

The contractor shall provide services as described below to support the development, administration, and management of the grant program. The contractor shall be responsible for support of the management and administration of all services provided under this contract, in compliance with the Department of Commerce's federal regulations and grants policy. The contractor shall perform the program management functions including the technical and business management functions that are necessary to execute the total effort required by this contract.

Contractor shall analyze the technical requirement of the SOW and propose a level of effort that will be necessary to meet the capabilities. Support previously provided to Federal Program Office (FPO) for the above and similar requirements are approximated below. These are only estimations and are not binding to the government.

### ***2.1. Program Administration***

The FPO is currently working on an expedited schedule to develop the new grant program. The first federal funding opportunity notice and grant guidance package will be issued prior to this award. The program has already conducted a public comment process, outlined the policy objectives, drafted grant guidance, and designed an application. The contractor will

be asked to assist in any ongoing program development that needs to occur over the course of the program. For planning purposes, it is estimated that these program development tasks will result in approximately 10,000 hours for base period and 3,000 hours for each additional option year.

#### 2.1.1. Policy Objectives

Support for the program shall be informed by contractor with a comprehensive understanding of the policy objectives of the program. The contractor shall assign these tasks to personnel with backgrounds in the following areas, including telecommunications, public policy, broadband, and grants. The contractor shall assist in ongoing tasks associated with policy objectives, as described below:

- Research and technical analysis in support of BTOP
- Support the interagency program work between NTIA and the U.S. Department of Agriculture's Rural Utilities Service (RUS) and Federal Communications Commission (FCC) to ensure a coordinated approach in implementing the BTOP program and objectives
- Facilitate stakeholder meetings with other Federal agencies, State and local governments, industry, applicants, and grantees
- Assist in the evaluation of program metrics and evaluation criteria, such as expanding broadband availability, increasing number of broadband connections, and extending availability of broadband in unserved and underserved areas
- Assist in the evaluation of economic metrics to capture data on key stimulus initiatives, such as economic development, job creation, and other macroeconomic indicators
- Draft policy documents and program briefings

#### 2.1.2. Grant Guidance

The contractor shall provide support in the review of grant guidance and application package for subsequent grant competitions. For the purposes of planning, the contractor shall assume three rounds of competitive grants. The contractor shall provide support evaluating the success of each competitive round and refining the process for future rounds. The contractor shall assign these tasks to personnel with extensive experience in developing large, federal grant programs. The contractor shall review and assist in the development of guidance and policies related to the program requirements, as described below:

- Assist NTIA's Federal Program Office (FPO) and Commerce's Grants Office (GO) in the refining the grant guidance and application kits
- Assist in development of expanded program requirements, including cost-sharing guidance
- Assist in the drafting of investment guide, including technical parameters, construction standards, rights of way, and allowable costs
- Assist in defining program funding goals and limitation of project scope

### 2.1.3. Administrative Regulations

The contractor shall provide support in the drafting materials that are necessary to comply with federal administrative requirements, including but not limited to the Commerce's Code of Federal Regulations, Commerce's Grants Policy, the Paperwork Reduction Act (PRA), the Recovery Act guidance, and clearance processes for the Office of Management and Budget. The contractor shall assign these tasks to personnel with demonstrated knowledge of federal government and administrative procedures.

## ***2.2. Application Review Process***

The FPO has designed an application review process that includes a merit review by qualified reviewers and a program review of the application. The contractor shall assume three rounds of competitive grant reviews. The contractor shall assist in the implementation of the application review process. For planning purposes, it is estimated that these tasks will result in approximately 135,000 hours for the base year and no hours for the option years. The number of potential applications is unknown, so the contractor shall design a scalable approach to assist with this process. The contractor shall assign these tasks to personnel with experience in developing and implementing large, federal application review processes; environmental and historic preservation expertise; and technical expertise in broadband and engineering.

### 2.2.1. Cursory and Merit Review Process

The contractor shall assist the FPO in the initial, cursory review of the applications to ensure the applications have the required information and are complete applications. The contractor shall provide support in the development of a consistent application review process for the multiple rounds of competitive funding. The contractor shall support all aspects of the application review process for the BTOP submissions, as described below:

- Develop a system to coordinate, track, and monitor all submissions
- Assist in the refinement of the application review process
- Assist in the identification of potential pool of merit reviewers
- Develop materials to train reviewers on programmatic objectives and BTOP strategies
- Train the reviewers on the use of the scoring methodology and electronic tool to capture reviewer evaluations
- Compile reviewer feedback, evaluations and scores according to evaluation criteria

### 2.2.2. Environmental Review

The contractor shall provide support to the FPO's Environmental Compliance Specialist in the review of the environmental and historical preservation aspects for those applications being considered for funding. The contractor shall have experience in implementing the requirements of Federal environmental and historic preservation laws, Executive Orders, and regulations in a Federal/State/local context, including the National Environmental Policy Act (NEPA), the National Historic Preservation Act (NHPA), the Endangered Species Act (ESA), Coastal Barrier Resources Act (CBRA), Clean Water

Act (CWA), Coastal Zone Management Act (CZMA), Fish & Wildlife Coordination Act (FWCA), Clean Air Act (CAA), Farmlands Protection Policy Act (FPPA), Migratory Bird Treaty Act, Magnuson-Stevens Fishery Conservation and Management Act, Wild and Scenic Rivers Act, Executive Order 11988 (Floodplains), and Executive Order 12898 (Environmental Justice).

### 2.2.3. Technical Review

The contractor shall also serve as subject matter experts for the technical and business review process. The contractor shall demonstrate business and financial analysis skills; technology expertise; and operations and construction experience. The contractor shall have a deep understanding of a variety of broadband technologies including, but not limited to, fiber optics, metro and long haul networks, Internet Protocol and wireless. Contractors must possess the technical ability to understand the technical aspects of the construction and deployment of broadband related infrastructure, equipment, instrumentation, network capability, hardware and software, and digital network technology. The contractor shall also have relevant experience in communications regulatory requirements in order to evaluate the viability and feasibility of business plans put forward by grant applicant.

### **2.3. *Communications and Outreach***

The contractor shall support NTIA in the effective and efficient communications and outreach with the program's stakeholders. For planning purposes, it is estimated that these tasks will result in approximately 25,000 hours for the base year and 15,000 hours for each additional option year. The contractor shall assign these tasks to personnel with experience in public relations; communications and outreach; and meeting planning. The contractor shall provide support in conducting communications and outreach activities with grantees, as described below:

- Assist in convening regional workshops to educate and inform potential applicants about the BTOP, including meeting material preparation
- Develop tools and mechanisms for ongoing applicant education, such as Webinars, listservs and e-newsletters
- Assist in developing outreach strategy and schedule for BTOP stakeholders
- Create and reinforce BTOP "brand" including consistent "look and feel" in development of communications materials
- Create, edit, proofread, and disseminate BTOP documents and briefings
- Create fact sheets and frequently asked questions documents
- Assist in the development of a system and process to handle correspondence (e.g., calls, emails, faxes, letters) regarding the program
- Develop and maintain a central repository of federal correspondence and communication on program
- Assist FPO in routing inquiries to appropriate divisions within the program
- Draft correspondence in response to inquiries of the program
- Develop webpage content for NTIA's BTOP website and Recovery.gov
- Develop a comprehensive project analysis reflecting program-specific information and performance metrics for publication

#### ***2.4. Grants Administration and Post-Award***

The exact number of grant awards to be issued is still undetermined. The grants will be awarded on a rolling basis through September 30, 2010 and the grants will have a period of performance of two years from the date of award. For planning purposes, the contractor shall provide information for the grants administration and post-award tasks for 1,000 grants. The contractor shall provide support for the entire grant process, including award documentation, records management, grant monitoring, and close-out procedures. It is estimated that these tasks will result in approximately 35,000 hours during the base year and 55,000 hours for each additional option year. The contractor shall assign these tasks to personnel with demonstrated skills in project management and successful implementation of large federal, matching grant programs. The contractor shall provide support to the FPO and GO in the operations and administration of the grants, as describe below:

- Create, edit, and proofread grant-related documentation and briefings
- Develop workflow process and track grant documents
- Develop a database of all grant recipients, point of contact, project descriptions, approval dates, and progress reports and synch this with requirements of Recovery.gov
- Research, coordinate and report on grant issues
- From the central repository of correspondence and communication, analyze and compile federal responses to identify inconsistencies and recommend standardization of grants policy responses
- Work with the GO and FPO to gather data from existing grants management systems to track and summarize performance, obligation, and expenditure data
- Assist FPO in grantee orientations and project management conferences to communicate administrative requirements
- Assist FPO in grantee site visits to mitigate waste, fraud and abuse and ensure compliance with grant requirements and special award conditions
- Work with FPO to track metrics and conduct ongoing internal evaluation of grantee performance in meeting program goals
- Assist in developing grants monitoring guidance and policies
- Assist with ongoing support with environmental and historic preservation issues
- Assist in drafting recommendations in response to project audits
- Assist with the close-out of the grant

#### ***2.5. Technical Assistance***

The contractor need to possess the technical ability to understand and support the FPO and grant recipients on the technical aspects of the construction and deployment of broadband related infrastructure, equipment, instrumentation, network capability, hardware and software, and digital network technology. The technical assistance shall ensure the grantees are meeting statutory and programmatic requirements and achieving successful implementation of the approved BTOP projects. For planning purposes, it is estimated that these tasks will result in approximately 15,000 hours for the base year and 13,000 hours for each additional option year. The contractor shall assign these tasks to personnel with subject

matter knowledge of telecommunications, broadband, and engineering. The contractor shall assist the FPO in the development and delivery of technical assistance to the BTOP grant recipients, as described below:

- Assist FPO in providing technical assistance to protect Federal investment and to maximize opportunities for grantee performance success
- Conduct baseline assessments after the competitive rounds of grants that examines the implementation challenges and critical success factors for the funded projects
- Draft tailored training and assistance materials based on the assessment
- Assist the FPO in troubleshooting the technical difficulties that are encountered with the projects
- Assist FPO in the development of technical assistance materials for workshops and seminars for grant recipients

### ***2.6. Management Support***

The contractor shall designate a program manager to coordinate the day-to-day activities and to act as the technical interface with the Contract Officer's Technical Representative (COTR). The contractor shall maintain "in-house" skills and/or subcontracting arrangements to ensure the availability of staff with the requisite experience, skills, and knowledge. The contractor shall be capable of ensuring that the following functional requirements, at a minimum, are satisfied throughout the life of the contract:

- A technically proficient and professionally capable staff is established and maintained throughout the life of the contract
- Staff must work collectively and professionally with the NTIA
- Staff must have and maintain current knowledge of NTIA's business processes
- Personnel turnover is minimized and individuals are motivated to achieve excellent performance
- Schedule requirements are met or exceeded to support aggressive deployment schedules
- The quality of the products and services provided under this contract is continually monitored throughout the life of the contract
- Provisions are made to add and/or delete staff as required by assigned tasks
- Knowledge and experience supporting federal grant programs
- Knowledge of telecom infrastructure with wireless and wireline broadband expertise

#### **2.6.1. Ongoing Project Management**

The contractor shall designate a program manager to coordinate the day-to-day activities and to act as the technical interface with the Contract Officer's Technical Representative (COTR). The contractor shall maintain "in-house" skills and/or subcontracting arrangements to ensure the availability of staff with the requisite experience, skills, and knowledge. The contractor shall provide Project Management Office (PMO) support to NTIA including tools for schedule, quality, change and risk management. For planning purposes, it is estimated that these tasks will result in approximately 20,000 hours for the

base year and 10,000 for each additional option year. The contractor shall assign these tasks to personnel with extensive experience in project management.

#### 2.6.2. On-Site Support

The FPO needs on-site support from four (4) full-time equivalent staff. The contractor shall provide two administrative and two program analysts. The primary responsibilities will be to participate in meetings and write and distribute meeting minutes as well as general office and program support to the FPO. The work will be performed at the U.S. Department of Commerce, 1401 Constitution Avenue NW, Washington, DC 20230.

#### 2.6.3. Management Tool

The electronic systems to receive applications, to capture the scores of the merit reviewers, and to manage the back-end grants reporting have been identified and will draw upon existing resources. The contractor shall provide an online “Dashboard” management tool for FPO to get up-to-date program and grantee performance information that draw upon these various electronic systems. The data should be linked to the Recovery.gov accountability mechanisms and should allow for submission and internal approval of grantee reports. The contractor shall work with NTIA on specific data reports that can be generated on a regular basis. The contractor shall comply with agency IT security policies, including (1) a System Certification and Accreditation Package to include an IT Security Plan and System Test Plan and (2) a Continuity of Operations of Plan (COOP) for maintaining and recovering any IT system developed under the program. The contractor shall assign these tasks to personnel with extensive experience in IT development, IT security, and knowledge of OMB Recovery Act guidelines.

#### 2.6.4. Management Plan

The contractor shall provide a project management plan that addresses each of the functional areas identified in the Statement of Work, and as a minimum listed below:

- A Contract Work Breakdown Structure (CWBS)
- A Master Implementation Schedule for the term of the contract
- A resource plan showing the time-phased application of human resources (skill levels and number of people) and non-human resources required to support the project
- A risk management plan indicating how risks will be continually identified, documented, assessed, and communicated to project stakeholders and the criteria for risk mitigation planning
- A communications plan indicating all communication and coordination paths and scope of communications and coordination between the Offeror’s project team (including executive leadership) and other project stakeholders
- A project quality monitoring and control plan describing the processes/procedures to be used to monitor contract performance quality and identify and implement corrective action when necessary. Describe the extent to which subcontractors will be integrated into the plan. If the project quality monitoring and control plan is based on or references a more robust corporate quality plan, describe the extent

The proposed project management plan shall become the baseline plan used by the Offeror to manage the project after award.

### **3. DELIVERABLES**

All products developed under this contract must be approved by NTIA and shall be issued as NTIA products. All products must be presented in plain language and with sufficient explanation to facilitate implementation by users at all levels with limited or no training. All deliverables shall be delivered to and approved by the COTR via email and one hard copy. A copy of each transmittal letter shall be forwarded to the Contracting Officer for inclusion in the contract file.

Written documents shall be concise and clearly written. The contractor shall ensure the accuracy, functionality, completeness, professional quality, and overall compliance with government guidelines and requirements of all deliverables. Where appropriate, the contractor shall maintain records of the documents for at least 1 year after completion of the contract, and these documents shall be made available as requested by the COTR. All deliverables developed for this project become the property of the Government and shall not be used by the contractor for any other purposes. All project-related information or documentation, with no exceptions, shall be treated as confidential and proprietary during and after the completion of work under this contract.

The deliverables shall be delivered on the dates specified. If for any reason a deliverable cannot be delivered within the scheduled time frame, the contractor shall notify the CO or designated representative in writing with cause of delay and the proposed revised schedule. This notice shall include the impact on the overall project.

#### ***3.1. Project Plans***

The contractor shall establish, maintain, and control a detailed schedule that identifies the milestones and task activity that shall take place against all project work. The contractor shall provide resource and cost information as part of this plan. The contractor shall show a “burn line” projection against all project specific work assigned. Monthly project plans are due the 15th day of each month.

#### ***3.2. Monthly Status Reports***

The contractor shall submit a written monthly status report to NTIA. The monthly status report shall provide a summary of accomplishments and overall status of all tasks. Status reports shall contain programmatic and financial information, updated monthly. Status reports shall be submitted via e-mail as well as hard copy to the COTR. Status reports shall follow the approved template and file type developed by the contractor for reporting. Monthly status plans are due the 15th day of each month.

### 3.3. Schedule of Deliverables

<b>SOW Section</b>	<b>Deliverable</b>	<b>Due</b>
<b>2.1 Program Administration</b>		
2.1	System to track and monitor submissions	15 days after award, updated regularly
<b>2.3 Communications and Outreach</b>		
2.3	Outreach strategy for stakeholders	45 days after award, updated monthly
<b>2.4 Grants Administration and Post-Award</b>		
2.4	Database of grant recipients	15 days prior to grant awards, updated for each competitive grant round
2.4	Central Repository of Communication and Correspondence	120 days after award
2.4	Analysis of Federal Correspondence	Weekly, after grants awarded
<b>2.5 Technical Assistance</b>		
2.5	Baseline Assessment	60 days after each competitive round of grants has been awarded
2.5	Training Materials	60 days after each competitive round of grants has been awarded, updated periodically
<b>2.6 Management Support</b>		
2.6.1	Meeting Minutes	3 days after meeting
2.6.3	"Dashboard" Tool	30 days after initial grants awarded
2.6.3	System Certification and Accreditation Package	30 days prior to first quarterly report being filed by grant recipients
2.6.3	COOP to include disaster recovery planning	30 days prior to first quarterly report being filed by grant recipients
2.6.3	Contract Work Breakdown Structure	Revised based on detailed program input, 30 days after award
2.6.3	Master Implementation Schedule	Revised based on detailed program input, 30 days after award

<b>SOW Section</b>	<b>Deliverable</b>	<b>Due</b>
2.6.3	Risk Management Plan	Revised based on detailed program input, 30 days after award
<b>3.0 Deliverables</b>		
3.1	Project Plans	15 <sup>th</sup> day of each Month
3.2	Monthly Status Reports	15 <sup>th</sup> day of each Month
3.2	Invoices	15 <sup>th</sup> day of each Month

#### **4. PERIOD OF PERFORMANCE**

The Base Period of Performance will be 13 months with four (4) additional Option Years.