

Weekly Management Report January 15, 2021

1. Memo

Fiber to the Home Overview

Water and Power

2. Notice

Cancellation of Regular Meeting on January 18, 2021

and Notice of Special Meeting of the Burbank-Glendale-

Pasadena Airport Authority on Tuesday,

January 19, 2021

Burbank-Glendale-Pasadena Airport Authority

3. Minutes

Police Commission Meeting on

November 18, 2020 **Police Department**

MEMORANDUM





DATE: January 11, 2021

TO: Justin Hess, City Manager

FROM: Dawn Roth Lindell, Burbank Water & Power General Manager Run Roth Sinkle

VIA: Jim Compton, Burbank Water & Power Assistant General Manager,

Operational Technology

Daniel Lippert, Burbank Water & Power Manager, Telecommunications

SUBJECT: City Manager Tracking List Item #2363 – Fiber to the Home Overview

PURPOSE

To provide an overview of the background and challenges related to providing fiber-optic Internet or broadband service to residential customers in Burbank.

BACKGROUND

In Burbank, the two primary providers of residential broadband services are AT&T and Spectrum. Both companies have invested heavily in hybrid fiber/copper networks. These networks are available to all residential customers and offer Internet speeds in the range of 5 Mbps to 45 Mbps from AT&T, and from 100 Mbps to 954Mbps from Spectrum. Typically these residential broadband service offerings are asymmetrical, meaning the download speed delivering content to customers is much faster than upload speed. A small number of customers served by AT&T over fiber networks can receive symmetric Gigabit service, but that service is not available to all residents. Competitive market forces will likely continue causing providers to invest in technology to increase data speeds in the coming years.

Other companies have explored providing broadband service over all-fiber access networks. Google used its enormous financial capital to develop such fiber to the home networks in several cities including Kansas City, KS and Austin, TX. With a relatively low monthly fee of \$70, Google captured a significant market share in its select Kansas City

"fiberhoods", but due to high capital construction costs have suspended new expansion and are evaluating additional technologies such as wireless for residential broadband.

In response to increasing interest in faster Internet service particularly in underserved communities, several municipally-owned electric utilities and co-ops have developed broadband services where no local service providers exist. Some of these programs have been financially successful, and some have failed. This market is characterized by very high financial investments, significant operational costs, and strong competition for customers. The municipalities that implemented such residential services often received substantial funding from federal grants with the intention of extending high speed Internet services to underserved and/or low income residents. Current federal funding opportunities are focused on rural and low income communities without service. Burbank would not be considered either rural or underserved.

Currently, BWP operates an extensive fiber-optic network connecting utility and City buildings, in addition to providing broadband service throughout the Burbank Unified School District. Broadband fiber-based Internet service is available to the public free of charge at each of the City's public libraries, and free "best effort" citywide Internet access is available over the utility's Wi-Fi network. BWP's ONEBurbank (Optical Network Enterprise) program provides commercial customers Dedicated Internet Access (DIA) service, ultra-high speed point-to-point data transfer, dark fiber leasing and other related services to approximately 100 customers. These are premium commercial-grade services with a high degree of symmetrical reliability, and do not include phone or TV services. The ONEBurbank service has been very successful, with a high level of customer satisfaction, and is self-supporting. The commercial ONEBurbank program is in contrast to retail residential telecommunication service, which is characterized by much higher numbers of customers and relatively high customer care and sales costs.

In 2016, an updated overview discussing the potential of a fiber-optic service to residential customers was presented to City Council and was noted and filed.

ANALYSIS

Mixed Results

The implementation of early fiber to the home services yielded mixed results.

Provo, Utah sold its \$39 million "iProvo" fiber network to Google for one dollar after determining that operation of the system proved to be overwhelming both for the City and for a succession of private service providers.

Vermont Telephone Company (VTel) started offering 1 Gigabit per second (Gbps) fiber to the home in 2013. Serving approximately 17,500 households, the rural telco originally offered 1 Gbps service at \$34.99 per month, but now charges \$69.95 per month. The

U.S. Department of Agriculture (USDA) gave VTel an \$81 million grant plus a \$35 million loan to replace its copper network with fiber, and to build out its wireless network.

The City of Alameda, California struggled for several years to provide residential broadband service only to eventually sell its \$35 million fiber-based network for fifty cents on the dollar. Bond holders ended up suing the City of Alameda over that decision.

The City of Chattanooga, Tennessee successfully implemented a citywide fiber-optic network that provides from 300 Mbps up to 10 Gbps Internet upload and download speeds to all of its 170,000 residential and business customers. This was made possible with a \$111.5 million American Recovery and Reinvestment Act (ARRA) stimulus grant.

Several rural co-ops have recently built successful fiber networks using grants from the Federal Communications Commission (FCC) through their Connect America Fund (CAF) program. Several more expect to do so using the FCC's Rural Digital Opportunity Fund (RDOF) program. These networks are heavily subsidized by taxpayers to support the lower density and income levels of disadvantaged rural areas.

The analysis concludes that fiber to the home requires large capital budgets and considerable risk, and that the most successful outcomes involved substantial federal funding in the form of grants and loans.

Current Southern California Efforts

The City of Santa Monica has a pilot program to provide fiber-based broadband access to affordable housing projects. This limited project is intended to be "a powerful statement" to close the digital divide by providing high-speed Internet to areas where it has not historically been profitable.

The City of Beverly Hills began to build a citywide fiber network to provide Internet, phone and TV services. Their projection estimated a \$30 million capital outlay, with project break-even after 15 years assuming a market penetration of 35-40%. The project has seen significant delays and cost overruns, with City Council members expressing concern over the long-term viability of the plan. To date, only the portion of the network required to serve city buildings has been built.

The City of Glendale is planning to build out a fiber network to offer Internet access to businesses, with a business model similar to the ONEBurbank program. They do not intend to serve residential customers at this time.

The City of Los Angeles currently leases dark fiber to businesses. It has talked about a municipal broadband network for years, but has not taken any concrete action towards building one.

Burbank Water and Power's Capability

From a technical standpoint, BWP is capable of providing high speed fiber services to all customers in Burbank. In 1996, BWP completed the majority of the City's fiber-optic backbone. This network serves utility communications and wireless metering, as well as being a valuable tool for our business customers and a source of revenue for the utility that continues today.

BWP's successful ONEBurbank program provides fiber to the business options throughout the City of Burbank's business districts. The fiber system infrastructure costs are recovered by incremental revenues and aid-in-construction contributions toward capital costs.

Key Considerations

Two key issues are the financial viability of providing such services and the political and community acceptance of the risks of such a venture. In addition, strong opposition from existing service providers who have invested in their Burbank networks should be expected.

The financial viability of residential broadband service would depend on careful planning in order to keep costs down and ensure enough market penetration to reach positive cash flow and recover the significant upfront capital costs.

The upfront capital cost of a residential broadband network deployment is dependent on the network technology used, the fiber cable used, the routing to each customer premise, the service interface at each customer premise, upgrades to electrical infrastructure required to support the new fiber extensions to customers, and other technical aspects of deployment. The existing fiber network can be used to minimize the cost of the broadband deployment. A choice would need to be made between a targeted deployment versus a universal service.

Once the network buildout is complete, there would be recurring operations and maintenance costs. These costs would include the Cost of Goods Sold (COGS), debt financing, depreciation, marketing/sales, and increased staffing for the call center, billing, engineering, line workers, electricians, test technicians, and service crews.

Revenues are contingent upon pricing and market penetration. Google Fiber and municipal broadband providers have reached penetrations ranging from 20-60%, however those were services focused on underserved areas which did not compete with strong incumbent service providers such as those in Burbank. An evaluation of the

various price points and service levels would be required in order to find the optimal market position.

Other risks would come from emerging competition with new technologies. Satellite providers like Starlink intend to offer broadband service using Low Earth Orbit (LEO) satellites that can mimic cable or fiber-based Internet in some situations. Starlink will receive RDOF subsidies to serve rural areas, but LEO satellites aren't fixed in one location and Starlink intends to provide worldwide service. Fixed wireless providers like Starry and Webpass, as well as 5G mobile broadband services from Verizon, AT&T and T-Mobile will offer broadband options as well that don't require "last mile" fiber to the residence. Each of these will likely only capture a small part of the residential broadband market but as competition piles up, achieving a return on a substantial investment becomes more challenging.

FISCAL IMPACT

A fiber to the home network could be expected to require up-front costs in the tens to hundreds of millions of dollars, with recurring operations and maintenance (O&M) costs in the millions of dollars each year.

SUMMARY

The broadband service market is characterized by high financial investments, significant operational costs and strong competition. Universal service to all Burbank residents would incur significant costs and require a source of funding such as government grants or a bond issue. Without a relatively high rate of customer adoption, it would be unlikely to recover capital investment costs from such an undertaking.



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January 14, 2021

CANCELLATION NOTICE OF THE REGULAR MEETING AND CALL AND NOTICE OF A SPECIAL MEETING OF THE BURBANK-GLENDALE-PASADENA AIRPORT AUTHORITY

The Airport Authority administrative offices will be closed on Monday, January 18, 2021, in observance of Martin Luther King, Jr., Day. Therefore, the regular meeting of the Burbank-Glendale-Pasadena Airport Authority scheduled for Monday, January 18, 2021, at 9:00 a.m., in the Airport Skyroom of Hollywood Burbank Airport, has been cancelled.

NOTICE is hereby given that a <u>special</u> meeting of the Burbank-Glendale-Pasadena Airport Authority will be held <u>Tuesday</u>, <u>January 19, 2021</u>, <u>at 9:00 a.m.</u>, in the Airport Skyroom of Hollywood Burbank Airport, 2627 N. Hollywood Way, Burbank, California 91505.

Pursuant to Governor Newsom's Executive Order N-29-20, members of the Commission or staff may participate in this meeting via teleconference. In the interest of maintaining appropriate social distancing, members of the public may observe and participate in the meeting telephonically through the following number:

Dial In: (818) 862-3332

Terri Williams, Board Secretary
Burbank-Glendale-Pasadena Airport Authority

BURBANK-GLENDALE-PASADENA AIRPORT AUTHORITY Special Meeting of Tuesday, January 19, 2021 9:00 A.M.

The public comment period is the opportunity for members of the public to address the Commission on agenda items and on airport-related non-agenda matters that are within the Commission's subject matter jurisdiction. At the discretion of the presiding officer, public comment on an agenda item may be presented when that item is reached.

Members of the public are requested to observe the following decorum when attending or participating in meetings of the Commission:

- Turn off cellular telephones and pagers.
- Refrain from disorderly or boisterous conduct, including loud, threatening, profane, or abusive language, clapping, whistling, stamping, or other acts that disrupt or otherwise render unfeasible the orderly conduct of the meeting.
- If you desire to address the Commission during the public comment period, fill out a speaker request card and present it to the Board Secretary.
- Confine remarks to agenda items or to airport-related non-agenda matters that are within the Commission's subject matter jurisdiction.
- Limit comments to five minutes or to such other period of time as may be specified by the presiding officer.

The following activities are prohibited:

- Allocation of speaker time to another person.
- Video presentations requiring use of Authority equipment.

Any disclosable public records related to an open session item on a regular meeting agenda and distributed by the Authority to the Commission less than 72 hours prior to that meeting are available for public inspection at Hollywood Burbank Airport (2627 N. Hollywood Way, Burbank) in the administrative office during normal business hours.

In accordance with the Americans with Disabilities Act of 1990, if you require a disability-related modification or accommodation to attend or participate in this meeting, including auxiliary aids or services, please call the Board Secretary at (818) 840-8840 at least 48 hours prior to the meeting.

<u>AGENDA</u>

Tuesday, January 19, 2021

1.	. ROLL CALL	
2.	PLEDGE OF ALLEGIANCE	
3.	8. APPROVAL OF AGENDA	
4.	. PUBLIC COMMENT	
5.	. CONSENT CALENDAR	
	a. Committee Minutes (For Note and File)	
	1) Operations and Development Committee	
	(i) November 16, 2020	[See page 1]
	2) Finance and Administration Committee	
	(i) November 16, 2020	[See page 3]
	b. Commission Minutes (For Approval)	
	1) December 14, 2020	[See page 5]
	c. Treasurer's Reports	
	1) September 2020	[See page 11]
	2) October 2020	[See page 37]
	d. Ratification of Lease Amendment General Services Administration	[See page 61]
6.	ITEMS FOR COMMISSION APPROVAL	
	 a. Award of Contract for Airfield Lighting, Electrical Inspection Testing, and On-Call Repair Services 	, [See page 65]
	b. Award of Ground Lease – Studio Picture Vehicles, Inc.	[See page 68]
7.	ITEMS FOR COMMISSION INFORMATION	
	a. Update – Support for Armenia Relief	[No staff report]
	b. November 2020 Passenger and Air Cargo Statistics	[See page 70]

c. November 2020 Transportation Network Companies

[No staff report]

d. November 2020 Parking Revenue Statistics

[No staff report]

- COMMISSIONER COMMENTS
 (Other updates and information items, if any)
- 9. ADJOURNMENT

COMMISSION NEWSLETTER

Tuesday, January 19, 2021

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5. CONSENT CALENDAR

(Consent Calendar items may be enacted by one motion. There will be no separate discussion on these items unless a Commissioner so requests, in which event the item will be removed from the Consent Calendar and considered in its normal sequence on the agenda.)

- a. COMMITTEE MINUTES. Approved minutes of the Operations and Development Committee meeting of November 16, 2020; and approved minutes of the Finance and Administration Committee meeting of November 16, 2020; are included in the agenda packet for information purposes.
- b. COMMISSION MINUTES. Draft minutes of the December 14, 2020 special Commission meeting are attached for the Commission's review and approval.
- c. TREASURER'S REPORT. The Treasurer's Report for September 2020 and October 2020 are included in the agenda packet. At its December 14, 2020, special meeting, the Finance and Administration Committee voted (2–0, 1 absent) to recommend that the Commission note and file these reports.
- d. RATIFICATION OF LEASE AMENDMENT GENERAL SERVICES ADMINISTRATION. Staff seeks the Commission's ratification of the President's execution of Amendment No. 1 to the lease with the United States General Services Administration. This Amendment provides for additional cleaning and disinfection services in the terminal offices of the Transportation Security Administration, effective December 18, 2020 to September 30, 2021, in response to the COVID-19 pandemic.

6. ITEMS FOR COMMISSION APPROVAL

- a. AWARD OF CONTRACT FOR AIRFIELD LIGHTING ELECTRICAL INSPECTION, TESTING, AND ON-CALL REPAIR SERVICES. A staff report is included in the agenda packet. At its meeting on December 14, 2020, the Operations and Development Committee voted unanimously (3–0) to recommend that the Commission award a contract for a two-year period in the amount of \$43,300 per year to Vellutini Corporation dba Royal Electric Company for quarterly airfield lighting testing and inspection services. The agreement includes two one-year extension options with an allowable 3% increase for each extension year. This contract also includes rates for on-call repair and emergency services, if needed.
- b. AWARD OF GROUND LEASE STUDIO PICTURE VEHICLES, INC. A staff report is included in the agenda packet. Staff seeks Commission approval to award a Ground Development Lease to Studio Picture Vehicles, Inc., a current tenant at the Hollywood Burbank Airport ("Airport"), for 21,517 square feet located on the northeast quadrant of the Airport for the purposes of parking and storing its vehicles

used in motion picture and television production. This currently vacant lot previously served as a taxi holding and dispatch lot.

7. ITEMS FOR COMMISSION INFORMATION

- a. UPDATE SUPPORT FOR ARMENIA RELIEF. No staff report attached. Staff will update the Commission on the outreach steps taken for the Armenia relief efforts.
- b. NOVEMBER 2020 PASSENGER AND AIR CARGO STATISTICS. A staff report is included in the agenda packet. The November passenger count of 118,111 was down 78%, compared to last year's 525,279 passengers. Air carrier aircraft operations decreased 61%, while cargo volume in November was up 6%, at 8.8 million pounds.
- c. NOVEMBER 2020 TRANSPORTATION NETWORK COMPANIES. No staff report attached. Staff will update the Commission on TNC activity for the month of November 2020.
- d. NOVEMBER 2020 PARKING REVENUE STATISTICS. No staff report attached. Staff will present parking revenue data for the month of November 2020.

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November 18, 2020

A regular meeting of the Burbank Police Commission was held in the Council Chamber of City Hall, 275 East Olive Avenue, on the above date. The meeting was called to order at 1800 hours by Commission Chair Kobaissi.

CALL TO ORDER

Present: Via Videoconference: Commissioners Chapman, Cohen, Elman, Vest

In Chamber: Chair Kobaissi

Also Present: In Chamber: Chief LaChasse, Deputy Chief Albanese, Captain Cremins and

Irving, Acting Police Administrator Padgett, Sergeant Green, Detective

Voorhis, and Executive Assistant Nakamura

Via Videoconference: Senior Assistant City Attorney Oh and Liaisons Frutos

and Gabel-Luddy

FLAG SALUTE

The flag salute was led by Chair Kobaissi.

COMMISSION ANNOUNCEMENTS AND REPORTING OUT BY COMMISSION SUBCOMMITTEES

Commissioner Chapman attended the memorial wreath ceremony on Monday, November 16th, in honor of Officers Matthew Pavelka and Luther Colson. He also congratulated the BPD on being awarded a grant from the Office of Traffic Safety to suppport traffic enforcement efforts.

FIRST PERIOD OF ORAL COMMUNICATIONS

Phoning in to speak to the Commission were Gene Paulin, Robert Hammell, and Leila Forzan, who commented on politics, police union involvement, police accountability; fast tracking the collection of Racial Identity Profiling Act (RIPA) data; support of SRO's the way they are currently utilized; schools would be better served with trained counselors instead of SRO's; recommendation to have 7 members on the Commission.

RESPONSE TO ORAL COMMUNICATIONS

Commissioners and Chief LaChasse responded.

APPROVAL OF MINUTES FROM OCTOBER 21, 2020

A motion was made by Commissioner Elman, with a second by Commissioner Vest, to approve the minutes of the October 21, 2020 meeting. Approved by consensus.

ITEMS OF BUSINESS

1. Presentation and discussion of the functions of the Burbank Human Relations Council (BHRC) and the BPD's role in facilitating services to the victims

Marsha Ramos, past BHRC President and former member of the Police Commission, stated the BHRC is a non-profit organization formed in 1958 by community members. In the 60's, they were active in the civil rights movement and for the next six decades, BHRC has promoted equality and understanding via community engagement projects, discussion panels, and public policy input. They are members of the Network Against Hate Crimes and work in collaboration with the LA County Commission on Human Relations.

BHRC has had a working relationship with the Burbank Police Department spanning three decades. In 1992, Chief Newsham requested to work with the BHRC on culture awareness

efforts; in the mid-1990's, BHRC assisted with outreach to community members for a BPD survey to gain better insight on ethnic issues; in 2019, BHRC was provided a booth at the National Night Out event and distributed "Hate Has No Home Here" signs and informational brochures; BPD refers victims of hate crimes to the BHRC who have established outreach protocols, including referral to services from other local agencies (e.g. FSA). Ms. Ramos stated that the BHRC has a good working relationship with the BPD and is notified in a timely manner when hate crimes occur.

Hate crimes can be reported by phoning 2-1-1. The report is confidential is not affiliated with law enforcement.

2. Legal opinion regarding release of Annual Bias-Based Profiling – Review/Audit reports under the California Public Records Act

Senior Assistant City Attorney Oh stated the report, in the format presented to the Chief internally, may be made public. The Department will work to disseminate the information.

3. Discussion and determination of specific recommendations to the City Council by the Police Commission regarding the role of the School Resource Program

Commissioners agreed that the draft of the final written report will be prepared by BPD staff.

<u>Recommendation</u> – Retain School Resource Program and expand the program if funding can be found (motion made by Commissioner Cohen, seconded by Commissioner Elman - approved by consensus).

Justifications:

- 1) safety counselors are not equipped to handle dangerous situations in schools
- 2) police officers are a positive role model
- 3) it is a teaching moment for the students a police officer is a person to trust and protect
- 4) an email request from Chair Kobaissi, translated into Armenian and Spanish, was sent out to BUSD parents, staff, administrators— over 200 responses were received; their responses are very much in favor of the program — most importantly, people who receive the service, want the service
- 5) also from the email responses, parents/BUSD staff are requesting SRO's to be present in all schools
- 6) no singular identifiable problems with SRO's in the school
- 4. Discussion and determination of specific recommendations to the City Council by the Police Commission regarding the role of the Mental Health Evaluation Team

Recommendation: Continue MHET program and possibly expand the program (motion made by Commissioner Cohen, seconded by Commissioner Elman - approved by consensus).

Justifications:

- keep and expand the program Social Workers should not be sent out in the field without an officer
- 2) after attending the NACOLE conference sessions last year and hearing from other agencies from across the country, it became apparent that the BPD is lucky to have a MHET Team and should continue it for the safety of the community and the social workers

- 3) MHET has had no uses of force for an extended period of time, which is a testatment that the program is working; people are complying once contacted, taken into custody safely, and provided care that they need
- 4) Chair Kobaissi spoke with the DMH Director they welcome having an officer at the interactions and never have had a problem with the working relationship
- 5) the co-response model currently in use is a model for other agencies across the country

5) Discussion and determination of any other specific recommendations regarding the police department to be presented to the City Council in January 2021

Recommendation: City Council to designate a law enforcement recognition day in the City of Burbank. (motion made by Commissioner Cohen, seconded by Chair Kobaissi - approved by consensus).

Justification – recognition of the hard work, good job of Burbank Police personnel

<u>Recommendation</u>: City Council should expeditiously fund and support the necessary technology to collect data that will be required in 2023 in order to collect the data as soon as possible (motion made by Commissioner Chapman, seconded by Chair Kobaissi - approved by consensus).

Justifications:

- 1) gather data to establish a baseline for comparison prior to mandated reporting
- 2) this is a priority to the Commission, however, other funding sources should be used rather than utilizing the PD budget

The following topics were discussed following presentations by the Department and it was determined no further recommendations are to be made at this time:

- Implicit Bias the Department is continuously evaluating new implicit bias training
- Disciplinary process the Department is meeting legal standards; also, there is nothing in the Charter that designates this as a role of the Commission
- OIR recommendations the Department has responded to the recommendations made in the annual reports and will continue to provide status updates
- 8 Can't Wait Department meets seven out of the 8 recommendations; compliance is tied to legislation
- Truancy/Curfew does not fall within the purview of the Commission's role
- Training this was a component in most of the presentations made by the Department

The following topics had did not have Department presentations and will be considered for discussion at future meetings:

- Increasing the frequency of the Community Academy program
- · Pending reform legislation affecting law enforcement
- BPOA comments on recommendations to be made to Council

November 18, 2020 **Meeting of the Burbank Police Commission** Page 4

Finally, at the request of the City Council, the Commission was asked to consider recommendations on the number of Commissioners and the membership of the Commission.

<u>Proposed recommendation</u> - Expand the Commission back to 7 members —with only Commissioner Chapman supporting the recommendation, this consideration will be listed on the report with the other items that had no further recommendations.

<u>Recommendation</u> – City Council should appoint the best-qualified people regardless of any consideration of their ethnicity, color, gender, profession, or any other factor that might exclude people from serving. Recommendation approved by consensus, with one abstention by Commissioner Chapman.

6) Announcements by the Police Chief - brief announcements regarding upcoming events and/or items of note related to the police department

Chief LaChasse announced:

- Academy Graduation on Friday, November 20th two recruits
- Heroes and Helpers event, December 9th
- 56 citations issued to-date for mask enforcement
- Virtual presentation by the Animal Shelter living with coyotes in the community

FINAL PERIOD OF ORAL COMMUNICATIONS

None

RESPONSE TO ORAL COMMUNICATIONS

None

INTRODUCTION OF AGENDA ITEMS FOR FUTURE MEETINGS

Commissioners agreed that the December meeting would be dark.

At the January meeting, Commissioners will discuss and finalize the report to be presented to the City Council at the joint meeting in February. Also at the January meeting, the BPOA is invited to comment on the draft report.

At the February meeting, Commissioners have agendized a discussion on recommending a study be done on the operations of the Animal Shelter being outsourced and the budget savings be repurposed to technology upgrades in the Department.

NEXT MEETING DATE

The next scheduled meeting of the Police Commission is Wednesday, January 20, 2021, at 6:00 p.m..

The Joint City Council and Police Commission meeting is scheduled for Tuesday, February 9th, at 6:00 p.m.

ADJOURNMENT

There being no further business to come before the Commission, the meeting adjourned at 8:45 p.m..

November 18, 2020 **Meeting of the Burbank Police Commission** Page 5

Mike Chapman, Secretary Burbank Police Commission

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