

Utah Telecommunication  
Open Infrastructure Agency



Request for Proposal for  
OSP Fiber Splicing & Testing for the UTOPIA Network  
RFP2008-OSP2

July 21, 2008

July 21, 2008

The Utah Telecommunication Open Infrastructure Agency (UTOPIA) invites proposals for outside plant fiber splicing and testing services.

The attached Request for Proposal (RFP) describes the requirements that contractors must meet to perform fiber splicing and testing requirements on the UTOPIA fiber network. It includes questions on issues such as the organization of your company and who will be directly working on the project.

This RFP outlines format and content requirements for your proposal and includes a listing of critical dates. Of those dates, it is most important to note that all proposals must be received by **5:00 P.M. Mountain Time on August 1, 2008** in the UTOPIA executive offices 2175 S. Redwood Road, West Valley City, UT 84119.

Proposals may be submitted electronically, but receipt of the proposal should be verbally or electronically confirmed.

Please use email to direct all questions to Jarrod Pantier ([jpantier@utopianet.org](mailto:jpantier@utopianet.org)). Questions received prior to the close of business on July 25, 2008 may be answered by a follow-up emailing to all known prospective respondents. If you are interested in receiving the follow-up emailing, please let Mr. Pantier via email ([jpantier@utopianet.org](mailto:jpantier@utopianet.org)) know so before July 25, 2008.

We look forward to receiving your response.

Very truly yours,

Todd Marriott

UTOPIA Executive Director

# UTOPIA

## Request for Proposal

1: General Information.....	1
1.1    The entity .....	1
1.1.1    Creation/History.....	1
1.1.2    Membership/Organization/Governance.....	1
1.2    Philosophy and Goals .....	2
1.2.1    Open Access.....	2
1.2.2    Standards Based Architecture.....	2
1.2.3    Scalability .....	3
1.2.4    Carrier Class Reliability.....	3
1.3    The network .....	3
1.3.1    Physical Description .....	3
2: Outside Plant Fiber Splicing and Testing Services.....	4
2.1.1    Prep Splice and Test Fiber .....	4
2.1.2    Redline construction designs .....	5
2.1.3    Billing/invoices .....	5
2.1.4    Qualifications and experience.....	5
3: This solicitation.....	6
3.1    Number of Copies.....	6
3.2    Print Format .....	6
3.3    Proposal Organization.....	6
3.3.1    Letter of Transmittal .....	6
3.3.2    Table of Contents.....	7
3.3.3    Executive Summary .....	7
3.3.4    Description of Proposed Services .....	7
3.3.5    Technical Qualifications .....	7
3.3.6    Cost Schedule.....	7
3.5    Proposal Submission.....	8
4: Terms and Conditions.....	9
4.1    Response Material Ownership .....	9
4.2    Proprietary Information .....	9
4.3    Conflicts of Interest.....	9
4.4    Incurring Costs.....	9
4.5    Miscellaneous .....	9
4.5.1    No Discrimination in Employment.....	10
4.5.2    News Releases/Advertising .....	10

5: Selection Process .....	11
5.1 Evaluation Process and Criteria .....	11
5.1.1 Submission Conformance Review .....	11
5.1.2 Proposal Responsiveness Evaluation .....	12
5.1.3 Organizational Capacity Review .....	12
5.2 Acceptance of Proposal.....	12
5.3 False or Misleading Statements .....	12
5.4 Rejection of Proposals .....	12
6: Appendix A.....	13

# 1: GENERAL INFORMATION

## 1.1 The entity

The Utah Telecommunication Open Infrastructure Agency (UTOPIA) is a political subdivision of the State of Utah created by interlocal agreement among 16 municipalities for the purpose of solving the last mile challenge in telecommunications for its member cities. UTOPIA's goal is to provide every household and every business within its boundaries access to advanced communications infrastructure, and to enable choice among services and service providers. To accomplish this objective, UTOPIA is building an open-access fiber optic network providing wholesale transport for retail telecommunications service providers. Currently, the 16 member cities account for a population base of more than 500,000 individuals, 150,000+ households, and 30,000+ businesses.

### 1.1.1 Creation/History

UTOPIA is a separate legal entity and political subdivision of the State of Utah. UTOPIA was created under the Utah Interlocal Cooperation Act and is governed by the First Amended and Restated Interlocal Cooperative Agreement of the Utah Telecommunication Open Infrastructure Agency, dated as of June 1, 2004 (the "Interlocal Cooperative Agreement"). House Bill 149 adopted by the Utah Legislature during its 2001 General Session and Senate Bill 66 adopted by the Utah Legislature during its 2004 General Session confirm the ability of municipal governments in the State of Utah to provide wholesale telecommunication services.

The Interlocal Cooperation Act authorizes local governmental units to make the most efficient use of their powers by enabling them to cooperate with other governmental units on the basis of mutual advantage to provide services and facilities that will best accommodate the needs and development of local communities. An entity so formed is a political subdivision of the state with power to, among other things, (i) own, acquire, construct, operate, maintain and repair, or cause to be constructed, operated, maintained, and repaired, any facility or improvement provided for in its organization agreement, (ii) borrow money, incur indebtedness and issue revenue bonds or notes for the purposes for which it was created, and (iii) assign, pledge or otherwise convey as security or improvement within or without the State on terms deemed in the best interest of its participants.

In addition to the specific powers enumerated above which UTOPIA possesses by virtue of being a separate legal entity created under the Interlocal Cooperation Act, UTOPIA's members may contract with UTOPIA to perform any governmental service, activity or undertaking which the members themselves are authorized to perform.

### 1.1.2 Membership/Organization/Governance

UTOPIA currently has 16 member cities: Brigham City, Cedar City, Cedar Hills, Centerville, Layton, Lindon, Midvale, Murray, City of Orem, Payson, Perry, Riverton, Tremonton, Vineyard, Washington, West Valley City (collectively, the "Members"). UTOPIA is governed by a Board of Directors (the "Board").

All of the Members except Riverton, Cedar City, Cedar Hills, Washington, and Vineyard have entered into a Pledge Agreement to partially guarantee debt service on UTOPIA's capital borrowing. Non-Pledging Members are not participating in the initial construction of the network, however, UTOPIA may, at its discretion, install the Network within their boundaries.

The UTOPIA Board consists of directors representing each Member. The Board holds at least one regular meeting annually, but may call other meetings as necessary. Each Member is entitled to one vote for each one-thousand (1,000) residents, rounded to the nearest one thousand. Only Pledging Members are entitled to vote with respect to all decisions related to: (i) the construction of the Network financed with proceeds of the Bonds relating to that Member's Pledge Agreement, and (ii) the use of discretionary revenues generated from the portion of the Network constructed with proceeds of the Bonds secured by that Member's Pledge Agreement. There must be a quorum present at each meeting in order to take any action. A quorum consists of the presence of the Board members entitled to cast a majority of the votes of the entire Board (which is not a simple majority of Board members since the voting is weighted based on population).

The Board also elects from among its members a Chair, a First Vice Chair, a Second Vice Chair, a Third Vice Chair and a Fourth Vice Chair. The aforementioned officials serve as the Executive Committee of the Board.

The Executive Committee has oversight of the operations of UTOPIA as delegated by the Board. The Board appoints an Executive Director, who, subject to the Board, has general supervision, management, administration, direction, and control of the business and officers of UTOPIA and such other related duties as may be prescribed by the Board and the bylaws. The Executive Director is authorized to perform any function required of UTOPIA by the Interlocal Cooperative Agreement.

## **1.2 Philosophy and Goals**

The member communities of UTOPIA have taken the initiative to assure world-class digital connectivity for their residents based on the following principles:

### **1.2.1 Open Access**

Similar to a public airport, the UTOPIA network has been designed for use by several service and content providers. We believe that a single open network allows more providers to competitively offer more services at lower cost.

A "neutral" network owner and "neutral" system operator are expected to encourage open access and a significant number of service providers, which will contribute to long term growth and stability for the benefit of the community.

### **1.2.2 Standards Based Architecture**

The network is dependent, from a technical standpoint, on an open, standards-based architecture for broadband media content services. This assures flexibility of service, modularity, and interoperability in access, interconnection, and transport. Although the

special needs of service providers can be accommodated, the principle of open standards must be preserved.

### **1.2.3 Scalability**

UTOPIA's fiber optic network has the capability of delivering significantly higher bandwidth than the networks of incumbent last mile carriers. Its architecture has the inherent flexibility to accommodate future bandwidth demands of residential, business, educational, governmental, and other customers without major re-design or construction.

### **1.2.4 Carrier Class Reliability**

UTOPIA's network strives to offer carrier class reliability enabling service providers to offer products that can compete with those available from incumbent carriers. All partnership arrangements with system operators and service providers must support this commitment.

## **1.3 The network**

### **1.3.1 Physical Description**

UTOPIA is in the process of constructing a wholesale telecommunications network within its Member cities. The Network uses fiber optic technology which provides transmission of voice, data and video at speeds that are significantly faster than existing copper, cable, or satellite systems. Fiber is currently used for the backbone of the Internet and other high-demand applications, but has not been widely implemented over "the last mile" into homes and businesses. UTOPIA is laying the fiber optic cable necessary to connect each Member city and the homes and businesses within each Member city. The fiber optic cable is being laid both underground and above ground. Other elements of the Network include conduits, innerducts, fiber strands, splices, switches, transmitters, terminals, internal power sources and all other items necessary to operate the Network.

The network is divided into footprints (neighborhood service areas) and interconnecting rings with design and construction partly complete in eleven Members.

## **2: OUTSIDE PLANT FIBER SPLICING AND TESTING SERVICES**

This RFP identifies fundamental goals and high-level assumptions regarding the deployment of the outside plant fiber splicing, testing and associated processes. The fiber splicing and testing will tentatively begin in August. We plan to gradually ramp up splicing and testing with the intent to splice and test approximately 1200 fibers a month.

### **2.1 Requirements**

For the purposes of this RFP, UTOPIA has defined high-level guidelines for fiber splicing and testing. Additional design specifications will be provided to the winning contractor(s).

Prospective bidders must describe their ability to:

- Prep, splice and test fiber
- Ability to read construction designs
- Billing/invoices
- Qualifications and experience

#### **2.1.1 Prep Splice and Test Fiber**

The preparing the cables into splice enclosures must be done in accordance with UTOPIA's prepping and terminating guidelines and to the manufacture's standards. Pictures of completed splice enclosures will be required for quality assurance purposes.

Unidirectional splice loss shall not exceed 0.30 db. If the unidirectional measured loss of a splice is greater than specification the contractor(s) must break the splice and re-splice the fibers until the measured loss is 0.30 db or less. A fiber splice report will be submitted to UTOPIA upon completion of OTDR testing the span.

The Optical Time Domain Reflectometer (OTDR) will be used to test splice loss; UTOPIA requires contractors to use EXFO's FTB-400 OTDR or equivalent. Testing of the fibers will be required at both 1310nm and 1550nm. In certain areas of our network the fiber is not terminated, because of this a bare fiber adapter will have to be used to test the fiber. These instruments must have the capability to store and export all test files.

An Optical Power Meter and Laser Light Source will be used to measure power loss on each completed backbone or ring fiber span to verify continuity between fibers and to ensure that fibers are correctly spliced together. No specific vendor is required for the Power Meter and Laser Light Source equipment, but it must be able to operate at the 1310nm range and the 1550nm range.

Because each member city will have "virtual ownership" of the portion of network deployed within geographical boundaries, UTOPIA is very concerned that the construction processes be done in such a way as to have minimal impact on residents and businesses. This will require careful public relations plans and incident procedures that

will resolve problems quickly and agreeably as they arise.

### **2.1.2 Redline construction designs**

The contractor(s) will be required to provide red-line drawings on any segment of work that they have done. Prior to making any changes in the construction as-builds it will be required to get approval from an authorized UTOPIA staff member or pre-appointed designee.

### **2.1.3 Billing/invoices**

The contractor will be responsible to provide UTOPIA accurate, clear, understandable invoices. All invoices must be provided both in hard copy and electronic format (Excel spreadsheet) with the electronic format complying with UTOPIA's unit tracking specifications.

Sample documentation from previous projects will also be reviewed as part of this evaluation. Samples of the following should be included:

- Progress tracking reports and other communication documentation,
- Material tracking
- Inspection reports or Quality assurance reports,
- As-built documentation,
- Billing/invoicing paperwork,
- Incident and damage control reports,
- Public Relations (PR) fliers and documentation,
- Other documentation as appropriate

Each process should detail the responsibilities of the people associated with it.

### **2.1.4 Qualifications and experience**

In this section include discussions on prepping, splicing and testing of fiber optic cable. The responses to the following will be used for qualification, evaluation and contractor(s) selection.

- The prepping of both aerial and underground enclosures
- Splicing of fiber
- Testing of fiber
- Describe your experience and if any quality assurance programs that you currently use.

## 3: THIS SOLICITATION

Proposals must follow the format prescribed below and must include the requested information.

### 3.1 Number of Copies

UTOPIA requires respondents to provide one (1) signed unbound original, clearly marked as such, plus one (1) electronic copy of their proposal. The proposal must be organized as indicated below.

### 3.2 Print Format

All proposals should be printed on standard 8 ½” x 11” paper (larger paper is permissible for charts, spreadsheets, etc.).

### 3.3 Proposal Organization

The proposal must be organized and indexed in the following format and must contain, as a minimum, all items listed below in the sequence indicated:

- a. Letter of Transmittal
- b. Table of Contents
- c. Section 1: Executive summary
- d. Section 2: Description of proposed services
- e. Section 3: Technical qualifications
- f. Section 4: Cost Schedule

Within each section of their proposal, respondents must address the items in the order in which they appear in the RFP.

#### 3.3.1 Letter of Transmittal

A single original signed letter of transmittal must accompany the proposal. The letter must:

- a. Identify the submitting organization.
- b. Identify the name and title of the person authorized to contractually obligate the organization.
- c. Identify the name, title and telephone number of the person authorized to negotiate the contract.
- d. Identify the names, titles, and telephone numbers of persons to be contacted for clarification.

- e. Be signed by the person authorized to contractually obligate the organization.

### **3.3.2 Table of Contents**

The table of contents must be placed immediately after the report cover and before the Executive Summary.

### **3.3.3 Executive Summary**

Label this section “Section 1: Executive Summary.” In two pages or less, highlight the significant aspects of your proposal including any observations about your understanding of the scope of solicitation that may set your proposal apart from other submitters.

### **3.3.4 Description of Proposed Services**

Label this section “Section 2: Description of Proposed services.” Include a complete but succinct discussion of the key services you propose to offer that will meet UTOPIA’s objectives as outlined above. This section must:

- a. Describe your understanding of the level of effort required to prep, splice and test fiber optic cable
- b. Describe your ability to read construction as-builds and your ability to redline as-builds
- c. In addition to covering these requirements, include other descriptions of services that demonstrate the innovativeness and practical feasibility of your proposal.

### **3.3.5 Technical Qualifications**

Label this section “Section 3: Qualifications and Experience.” Provide information (including resumes) on those key individuals with whom UTOPIA would work. Highlight their experience in successfully managing outside plant construction.

Also provide information describing the technical capabilities that will be required to carry your proposal to completion. Include evidence that your company has or will acquire these resources.

### **3.3.6 Cost Schedule**

Label this section “Section 4: Cost Schedule.” Provide your proposed schedule of costs. This list must be submitted as part of the “Cost Schedule”. Please see attached appendix A for UTOPIA’s unit schedule. Please also include a hourly rate in this appendix.

- Prep of a splice enclosure
- Splicing of fiber
- Testing of fiber

## **3.4 Clarifications**

You may request clarification of any part of this RFP, but you must do so by email to Jarrod

Pantier (jpantier@utopianet.org)—no other type of request for clarification will be honored. All responses to requests for clarification will be provided to all interested respondents simultaneously.

Any questions must be directed, via email, to: jpantier@utopianet.org and must be received by close of business on July 25, 2008. Questions received after this cutoff time will not be answered.

UTOPIA reserves the right to obtain clarification of any point in a respondent's proposal or to obtain additional information necessary to properly evaluate a particular proposal.

### **3.5 Proposal Submission**

The proposal package must be delivered to:

UTOPIA  
2175 S. Redwood Road  
West Valley City, UT 84119

Proposals must be received prior to **5:00 P.M. Mountain Daylight Time on August 1, 2008**. Respondents must allow sufficient delivery time to ensure receipt of their proposal by the time specified. **Proposals delivered after the cutoff time will be returned, unopened.**

A Letter of Transmittal, one (1) copy of the paper-based proposal, and one (1) CD containing an electronic copy of the proposal (with support materials) must be sealed in a package showing, in addition to the address listed above, the following information on the outside:

- Respondent's Name, Contact, Phone number, and Email address
- Proposal – UTOPIA RFP #2008-OSP2
- Proposal due: August 1, 2008

The Letter of Transmittal must be signed by a person(s) legally authorized to bind the respondent. Electronic proposals must be submitted in MS Word format.

## **4: TERMS AND CONDITIONS**

### **4.1 Response Material Ownership**

All material submitted in response to this RFP becomes the property of UTOPIA and will only be returned to the respondent at UTOPIA's option. Any person may review responses after final selection has been made. UTOPIA has the right to use any or all system ideas presented in reply to this request, subject to limitations outlined below in "Proprietary Information." Disqualification of a respondent does not eliminate this right.

### **4.2 Proprietary Information**

UTOPIA is subject to the disclosure requirements of the Government Records Access and Management Act ("GRAMA"), Title 63, Chapter 2, Utah Code Annotated. UTOPIA generally considers Agreements, Contract Documents and all accompanying material to be public and subject to disclosure. A written claim of confidentiality and a concise written statement of reasons supporting the claim must accompany any material considered by respondents to be proprietary. Blanket claims that the entire Agreement or Contract Documents are confidential will be denied by UTOPIA. UTOPIA cannot guarantee that any information will be held confidential. Under Section 63-2-304 of the Government Records Access and Management Act, if a respondent makes a claim of confidentiality, UTOPIA, upon receipt of a request for disclosure, will determine whether the material should be classified as public or protected, and will notify the respondent of such determination. UTOPIA agrees to hold all information classified as protected in confidence and protect it from public disclosure in accordance with such statutes to the greatest extent permitted by Utah law. UTOPIA may disclose such information to the extent required by law; however, UTOPIA will provide respondents prompt notice of a request for disclosure of such protected information and will cooperate with respondents in seeking the issuance of a protective order, at their cost.

Respondents are entitled under the Government Records Access and Management Act to appeal an adverse determination regarding the classification of information. UTOPIA is not required to notify respondents of a request for non-protected information, and will not consider a claim of confidentiality unless the respondent's claim of confidentiality is made on a timely basis and in accordance with the Government Records Access and Management Act.

### **4.3 Conflicts of Interest**

Proposed solutions to this RFP must be defined in such a way as to prevent and prohibit conflicts of interest between the respondent, UTOPIA, and other service providers that may offer services across the UTOPIA network.

### **4.4 Incurring Costs**

UTOPIA is not liable for any costs you incur prior to issuance of a formally signed and executed written agreement, contract or purchase order. Costs of developing the proposals, oral presentations or any other such expenses incurred by the respondent in responding to the RFP are entirely your responsibility, and will not be reimbursed in any manner by UTOPIA.

### **4.5 Miscellaneous**

Respondents should be aware of the following requirements.

#### **4.5.1 No Discrimination in Employment**

In connection with the proposed partnership arrangement, respondents agree not to refuse to hire, discharge, promote or demote, or to discriminate in matters of compensation against any person otherwise qualified, solely because of race, creed, color, religion, sex, age, national origin, ancestry, or sexual orientation.

#### **4.5.2 News Releases/Advertising**

News releases and/or advertising pertaining to this procurement or any part of the subject may not be made without prior, written approval of UTOPIA.

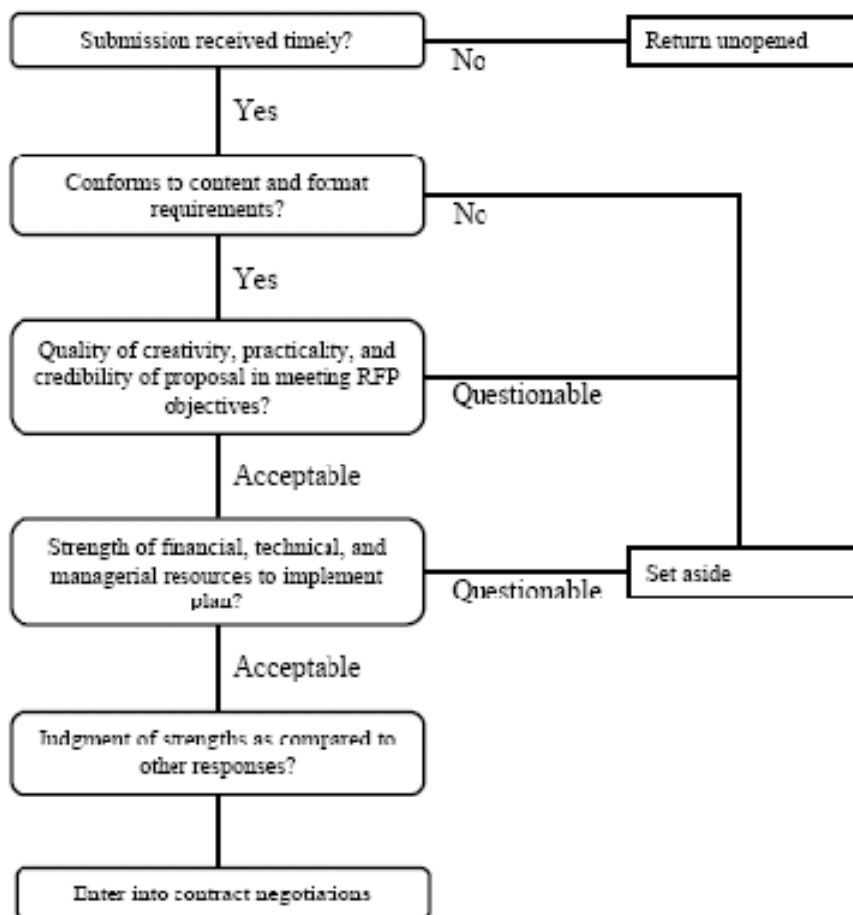
## 5: SELECTION PROCESS

UTOPOIA considers your response to the substantive content of this RFP to be the most important element in the evaluation/selection process. We are looking for proposals that reflect a practical, credible, and cost effective approach to outside plant construction. To this end, each response will be judged in its entirety as outlined below.

### 5.1 Evaluation Process and Criteria

The evaluation of responses will follow the logical path outlined in Figure 1. At each step, reviewers will focus on specific criteria as described below. However, we reserve the right to overlook any irregularity or waive any requirement when, in UTOPIA's sole discretion, doing so would inure to UTOPIA's benefit.

**Figure 1** *Proposal Evaluation Process*



#### 5.1.1 Submission Conformance Review

Section 3, above, provides directions about the content and organization that we expect to

see in your response. If your proposal contains material omissions or fails to follow the organization guidelines given in this RFP, it will be at risk of being set aside from any further evaluation. We will not open any proposal that arrives after the filing deadline.

### **5.1.2 Proposal Responsiveness Evaluation**

The review committee will review the quality and responsiveness of your proposal by separately considering the following elements:

- a) Practicality. There are well-understood technical and resource requirements associated with constructing UTOPIA's outside plant fiber infrastructure. Any proposal must demonstrate ability to meet these needs.
- b) Credibility. Your proposal will need to give reviewers a high level of confidence that your team has the competence, the human resources, and the financial resources needed to put the proposal into operation.
- c) Cost Effective. UTOPIA understands the value of paying premium prices for premium services. However, heavy weight will be placed on cost effectiveness when comparing your proposal to others.

### **5.1.3 Organizational Capacity Review**

In addition to the judgments that reviewers can derive from your description of the proposed strategy, they may need to be able to corroborate your representations by appeals to third parties. Accordingly, the evaluation process will include such reference checking and fact verification as the review committee deems necessary before reaching a conclusion about selecting the winning offer.

## **5.2 Acceptance of Proposal**

UTOPIA retains the right, at its sole discretion, to select or not select respondents to be included in further negotiations at any point during the evaluation process. The contents of the proposal of the successful respondent may become contractual obligations, if we determine to proceed with implementation.

## **5.3 False or Misleading Statements**

If, in the opinion of UTOPIA, a proposal contains false or misleading statements or references, it will be rejected. However, before removing a proposal from consideration, we will notify the submitter of our concern and allow the submission of an explanation. UTOPIA's decision, after considering any explanatory information will be final.

## **5.4 Rejection of Proposals**

Issuance of this RFP in no way constitutes a commitment by UTOPIA to award a contract. If it is deemed in the best interest of UTOPIA to do so, UTOPIA reserves the right to reject any or all proposals and to waive any informalities or minor irregularities in proposals received or to accept any portion of a proposal or all items proposed, or to reject any and all proposals received in response to this RFP, or to cancel the RFP.

## 6: APPENDIX A

Description
Prep small drop closure(72ct. fiber or less)
Prep aerial splice closure (72ct. fiber or less)
Prep splice closure w/ aerial brackets (144ct. Fiber or less)
Prep splice closure(144ct. Fiber or less)
Prep splice closure w/ aerial brackets (145ct. Fiber or greater)
Prep splice closure (145ct. Fiber or greater)
Prep splice cabinet (OCEF)
Prep fiber optic patch panel
Fusion Splice 1-36 fibers per location
Fusion Splice 37-96 fibers per location
Fusion Splice 97-144 fibers per location
Fusion Splice 145 fibers and greater per location
OTDR test fibers

Note: We use TYCO splice closures