DATE: December 8, 2017

SUBJECT: Allocation of Columbia Pike Tax Increment Fund (TIF) funds and approval of an agreement with the Arlington Partnership for Affordable Housing (APAH) to provide free Wi-Fi Internet access to the tenants of Arlington Mill Residences under the Arlington Digital Inclusion initiative.

C. M. RECOMMENDATION:

1. Allocate $95,400 in FY 2018 Columbia Pike Tax Increment Fund (TIF) funds (336,72402) to the Arlington Partnership for Affordable Housing (APAH) to provide free Wi-Fi Internet access to the tenants of Arlington Mill Residences.

2. Authorize the County Manager to sign a grant agreement (Attachment A) to grant $94,500.00 to APAH under certain terms and conditions, subject to approval as to form by the County Attorney.

ISSUES: There are no known issues as of the date of this report.

SUMMARY: A new initiative, Arlington Digital Inclusion, supported by the Department of Technology Services (DTS) and Department of Community Planning, Housing and Development (CPHD), will leverage the County’s existing dark fiber assets (ConnectArlington) to provide free broadband internet connectivity to tenants of the Arlington Mill Residences for a period of three years. Currently, there are 122 committed affordable units (CAFs) at Arlington Mill Residences and 159 children are currently residing at the development. About half of all households (61) do not currently subscribe to an Internet/data service. This program would provide free, in-unit high-speed Wi-Fi access to every unit. It would also help alleviate the cost of Internet/data service (which can range from $50-$75/month) for those households currently paying for the service. This initiative is the result of the collaboration between DTS, CPHD, APAH, and other partners to be selected by APAH.

Staff: Joe Webster, DTS, Digital Innovation
      Caitlin Jones, DCPHD, Housing Division
BACKGROUND: Digital connectivity is essential in today's world. Residents use the internet and computers to complete schoolwork, research and apply for jobs, pay bills, access healthcare information, make appointments, communicate with friends and family, work remotely, and much more. The benefits of digital connectivity, however, have historically not been evenly distributed due to socioeconomic status and other factors. Many people still do not regularly use a computer and there is a disparity in both Internet use and the quality of access. For instance, low-income residents often cannot afford to pay for Internet service or can only afford internet service that provides very low bandwidth or limited data downloads on a small screen mobile phone. This trend, known as the “digital divide,” is usually more prevalent among older generations and low-income populations.

Low-income school children are often less likely to own computers and use the Internet than their higher income peers, creating a “homework gap,” that makes it difficult for students to access online educational resources or complete homework because they lack access to high-speed internet service in their home. As students are increasingly being required to complete assignments, conduct research, access content online and communicate with teachers via email, it is important to ensure that students whose families cannot afford internet access are not left behind.

Low-income seniors and adults who currently have limited access to the Internet would benefit significantly from improved digital connectivity. For instance, many of the social services that low-income or disadvantaged populations would qualify for such as SNAP, VIEW, Medicaid, housing grants, subsidized housing applications, filing for unemployment, and others require online applications. Accessing healthcare information, applying for jobs, scheduling appointments, obtaining directions, making travel arrangements, and accomplishing other everyday life tasks online is possible only with access to computers and the Internet.

Arlington County recently joined Next Century Cities, a coalition of municipal governments that seek to ensure that everyone has fast, affordable and reliable internet access. As a new member, Arlington is among a group of communities across the United States that have pledged to bridge the digital divide, recognizing the value of extending internet access to all residents. The Arlington Digital Inclusion Initiative is one of many opportunities for Arlington to demonstrate its ongoing commitment to digital inclusion.

DISCUSSION: This demonstration project would leverage two strands of the County’s dark fiber available on Arlington County’s ConnectArlington network. ConnectArlington is the County’s own dedicated fiber optic network that links government offices, libraries, police and fire stations, and the County’s K-12 schools via a fast and secure connection. ConnectArlington also serves as the primary communications infrastructure for our public safety radio network used by first responders. It includes fiber capacity designated for long-term expansion. The County has made this additional dark fiber capacity commercially available to businesses and service providers through the ConnectArlington Master Dark Fiber License Agreement. However, it is not economically feasible for individuals to license dark fiber from the County directly, nor would the dark fiber alone be sufficient to connect these individuals to the internet. Staff recommends giving APAH a grant so that APAH can acquire service provider(s) who can...
license dark fiber from the County, and provide other connections necessary to light the dark fiber and connect the Arlington Mills Residences to the internet at large.

Due to the neighboring Arlington Mill Community Center, Arlington Mill Residences already has connectivity to the County’s fiber optic network infrastructure via a fiber optic connection between the two buildings. This available dark fiber from ConnectArlington would be utilized to help enable free broadband through a cooperative effort with APAH and commercial service providers selected by APAH.

Staff recommends providing APAH with a $95,400 Columbia Pike Tax Increment Financing (TIF) grant that will offset the costs of equipment and services including ConnectArlington dark fiber licensing fees (for two strands of dark fiber) for the Arlington Digital Inclusion Initiative.

In FY 2014, the County Board adopted a resolution to establish a Tax Increment Financing (TIF) area that includes all properties within the Columbia Pike Neighborhoods Special Revitalization District and the Columbia Pike Special Revitalization District Form Based Code boundaries. This TIF was established to “help finance affordable housing initiatives and other public services and improvements as determined by the County Board in support of the Columbia Pike Neighborhoods Area Plan.” Since the TIF area was established, revenues have been used to support a Transit-Oriented Affordable Housing (TOAH) fund to offset affordable housing infrastructure costs and help keep affordable housing projects applying for low-income housing tax credits within the Virginia Housing Development Authority’s (VHDA’s) cost limits. Staff now recommends using a portion of Columbia Pike TIF revenue for this Arlington Digital Inclusion Initiative since Arlington Mill is located within the identified TIF area and the project supports infrastructure improvements for affordable housing.

The TIF funded grant to APAH will allow them to offset the costs of equipment and services provided by their service provider(s). Prior to receiving the grant funds, APAH shall submit a detailed technical plan to the County for approval. Further, APAH and its selected service provider(s) will enter into agreements, subject to approval by County Staff, detailing their various roles, responsibilities, and cost-sharing arrangements to support this initiative.

As part of this initiative, an internet service provider (ISP) selected by APAH will execute a ConnectArlington dark fiber license agreement with Arlington County to license and light two strands of the County’s dark fiber network. The total anticipated cost of the project over three years is $140,209. The $95,400 in grant funding provided by Arlington County will not be sufficient to cover all of the costs incurred by APAH’s selected service providers. The selected service providers have proposed to provide $44,809 of the costs in-kind as part of their goodwill contribution to the project. APAH and the service providers they select will jointly provide ongoing support in case of any issues with the service. A summary of the estimated project costs appears below:
<table>
<thead>
<tr>
<th>Description</th>
<th>Outside Contributions</th>
<th>County Grant</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>ConnectArlington Dark Fiber</td>
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</tr>
<tr>
<td>Hardware / Software Costs</td>
<td>$35,784</td>
<td>$20,516</td>
<td>$56,300</td>
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<tr>
<td>Internet Service Fees</td>
<td></td>
<td>$25,200</td>
<td>$25,200</td>
</tr>
<tr>
<td>Maintenance / Service of Wi-Fi Equipment</td>
<td>$9,025</td>
<td>$5,175</td>
<td>$14,200</td>
</tr>
<tr>
<td>Total</td>
<td>$44,809</td>
<td>$95,400</td>
<td>$140,209</td>
</tr>
</tbody>
</table>

APAH has also reported that while many of their residents lack access to the Internet, many also lack the relevant skills and/or have limited familiarity with digital technology. Therefore, in addition to providing internet service free-of-charge, APAH has applied for a FY 2019 Community Development Fund grant to provide computer and internet training and notebook computers for the residents of Arlington Mill Residences. The proposal is being considered for FY 2019 AHIF Housing Services funds, which will be allocated via a separate process.

As a condition of the grant, APAH will submit annual performance reports to the County and will develop and administer a survey to help assess the success of the initiative. Questions on the survey could encompass metrics such as access to the Internet, utilization, associated costs, improved technical literacy, improved employment status and other data that can be used to help determine the impact of the program.

APAH plans to seek private and philanthropic funding sources to continue the program at Arlington Mill Residences and any other APAH-owned properties involved in the Arlington Digital Inclusion Initiative beyond the third and final year of County grant funding. Opportunities to expand the initiative to other existing and new housing development sites are being explored. County Staff has initiated discussions about expanding this initiative internally and with other housing developer partners with the goal of extending free/affordable broadband connectivity to more low-income Arlington County residents by leveraging ConnectArlington’s available dark fiber infrastructure and non-profit, commercial, and other community partners.

**PUBLIC ENGAGEMENT:** Several County partners, including Arlington County Public Schools (APS), Arlington Employment Center (AEC), Department of Human Services (DHS), the Information Technology Advisory Commission (ITAC), and the Citizen’s Advisory Commission on Housing (Housing Commission), have expressed support for the Arlington Digital Inclusion Initiative.

Staff presented the concept to the Housing Commission on June 8, 2017. The Housing Commission expressed initial support and made the following comments:

- There was concern that the half of Arlington Mill households that do have internet connections are likely paying high monthly fees which place a cost burden on the family.
- They would like to be able to track the success of the program through pre-and post-surveys.
- The Commission would like to see the program tied to computer literacy classes and/or programs that help residents obtain computing/tablet devices.
The recommendation was presented to the Housing Commission for consideration at its December 7, 2017 meeting. The Housing Commission unanimously recommended that the County Board approve the program.

Staff presented the Arlington Digital Inclusion Initiative to the Information Technology and Advisory Commission (ITAC) on June 28, 2017 and November 15, 2017. At the June 28th meeting, the ITAC members voted unanimously in support of the Arlington Digital Inclusion initiative and confirmed their support at the November 15th meeting. They also commented that it would be important to create pre- and post-surveys and tie the program to computer literacy classes and/or programs that help residents obtain computing/tablet devices.

NEXT STEPS:
- December 2017: APAH signs agreement for grant (from Columbia Pike TIF) for Arlington Digital Inclusion Initiative.
- 1st Quarter 2018: APAH executes agreement(s) with selected service provider(s).
- 2nd Quarter 2018: Equipment is installed and tested at Arlington Mill Residences.
- 3rd Quarter 2018: Launch of service, survey, and classes.

FISCAL IMPACT: The allocation of $95,400 to APAH will be fully funded by the FY 2019 Columbia Pike TIF base budget. In addition, APS will realize some savings. APS currently has a program called MiFi which provides personal devices and associated wireless service to students who would not otherwise have access, and therefore could not utilize digital learning resources. This initiative will eliminate the need for APS MiFi to provide such personal devices and associated wireless services to students residing at Arlington Mills Residence, saving APS on average $100 per device and $16.95 per month for service fees, as well as ensuring both students and other residents have access to higher bandwidth service.
This Arlington County Grant Agreement for Broadband Internet for Affordable Housing ("Agreement") is made and entered this ___ day of ______ 20__, ("Effective Date"), by the County Board of Arlington County, Virginia ("County Board"), a body corporate and politic of the Commonwealth of Virginia and the Arlington Partnership for Affordable Housing Inc., a Virginia non-stock corporation ("APAH") (collectively the "Parties").

Recitals:

WHEREAS, the County Board desires to support the Arlington Digital Inclusion Initiative, a program to ensure low-income households have access to quality broadband internet; and

WHEREAS, the Arlington Mill Residences, owned by the Arlington Partnership for Affordable Housing, Inc., has an existing infrastructure connection to the County’s fiber optic network infrastructure due to its proximity and connection to the nearby Arlington Mill Community Center, and

WHEREAS the Arlington Mill Residences has 122 committed affordable units (CAFs), the residents of which would benefit from access to the County’s fiber optic network, which provides reliable, high quality and high speed broadband internet, and

WHEREAS the County licenses dark fiber through the ConnectArlington program, but has no program in place to offer broadband internet services directly to these residents, and

WHEREAS the County desires to grant APAH funds so that APAH can acquire commercial service provider(s) who can connect the residents of its 122 CAF units to broadband internet through the County’s ConnectArlington fiber optic network,

WHEREAS the County Board has approved the allocation of $95,400.00 in grant funds to APAH for the purposes stated in this Agreement; and

WHEREAS, APAH has agreed to accept the grant funds, subject to the conditions of this Agreement; and

WHEREAS, the County Board and APAH desire to set forth their understanding and agreement as to the conditions of the grant funds and the obligations of each of the Parties.

NOW, THEREFORE, in consideration of the foregoing and the agreements of the Parties, as are hereinafter set forth, and for other good and valuable considerations, mutual benefits, promises and undertakings, the receipt and adequacy of which are hereby acknowledged, the Parties covenant and agree as follows:
1. **Incorporation of Recitals.** The foregoing recitals are an integral part of this Agreement and set forth the intentions of the Parties and the premises on which the Parties have entered into this Agreement.

2. **Term.** The term of this Agreement will commence on the Effective Date and continue for a term of 36 months.

3. **Digital Inclusion Grant.** In order to provide residents in the committed affordable units at Arlington Mill Residences with access to free, high quality broadband internet, the County, subject to the terms of this Agreement and pursuant to Virginia Code § 15.2-953, will provide grant funds to APAH in the amount of $94,500.00.

4. **Grant Disbursement.** Subject to APAH’s fulfillment of the Grant Conditions in Section 5, the County will disburse the grant in an amount up to$94,500.00 to APAH on a cost-reimbursement basis. APAH may request payment by submitting invoices of cost incurred in the performance of its obligations under this Agreement to the County for review and approval. The County will disburse payment within thirty (30) days of an approved invoice.

5. **Grant Conditions.** The County’s obligation to disburse the grant funds to APAH is conditioned on APAH’s agreement to provide the 122 CAF units at the Arlington Mill Residences with the following services, and to submit the following reports on those services throughout the term of this Agreement.

   (i) **Procurement of Services.** APAH will select appropriate service vendors to provide free wireless internet services to residents of the 122 CAF units at the Arlington Mill Residences. Any selected vendor must be able to leverage the County’s existing ConnectArlington dark fiber infrastructure at the building. Prior to finalizing its selection, APAH shall submit its proposed technical plan, proposed service vendor(s), and all agreements with and between the service vendor(s) to the County for the County’s written approval.

   (ii) **Reporting.** APAH shall submit the following reports to the County:

      a. **Technical Plan.** Written technical plan for proposal to leverage County’s dark fiber infrastructure to provide free wireless internet service to the 122 CAF units at the Arlington Mill Residences, including selection of qualified service providers. Disbursement of funds under this Agreement is contingent upon the County providing written approval of this plan.

      b. **Program Evaluation Form.** On an annual basis, APAH shall submit the Program Evaluation Form (attached hereto as Attachment A) to the County.

      c. **Expenses Report.** Supporting documentation for all expenses and in-kind contributions reported on the invoices.
(iii) **Performance Monitoring** – County staff will monitor APAH’s performance against the goals and performance standards outlined in Attachment A. Substandard performance as determined by the County Staff will constitute noncompliance with this Agreement. Upon receiving written notice of substandard performance, APAH shall have fifteen (15) days (or a longer period of time as agreed to by the parties) to take corrective action. If APAH fails to take such corrective action, this Agreement shall terminate, and the County’s payment obligations under this Agreement shall cease upon the effective date of termination, which shall be the date of delivery of the County’s written notice of termination.

6. **Miscellaneous Provisions.**

   (i) **Notices, Demands, and Communications between the Parties.** Formal notices, demands and communications between the Parties shall be given by (a) personal service; (b) reputable document delivery service, such as Federal Express, with a receipt showing date and time of delivery; or (c) certified or first-class United States mail, postage prepaid, with a receipt showing date and time of delivery.

   All such demands, notices and communications shall be addressed to the following and to any other addresses that a Party designates in writing:

   **To the County:**
   Arlington County
   2100 Clarendon Boulevard, Suite 302
   Arlington, Virginia 22201
   Attn: Mark Schwartz, County Manager
   mschwartz@arlingtonva.us

   With Copies to:
   Office of the County Attorney
   2100 Clarendon Blvd, Suite 403
   Arlington, Virginia 22201
   Attn: Stephen A. MacIsaac, County Attorney
   smacisaac@arlingtonva.us

   CPHD – Housing Division
   2100 Clarendon Boulevard, Suite 700
   Arlington, Virginia 22201
   Attn: David Cristeal, Housing Director
   DCristeal@ArlingtonVA.US

   **To APAH:**
   Arlington Partnership for Affordable Housing
   4318 N Carlin Springs Road Arlington, VA 22203
   Attn: Nina Janopaul, Executive Director
   Fax: (703) 276-0805
(ii) **Entire Agreement; Amendments.** This Agreement constitutes the entire agreement among the Parties and may not be amended or modified, except in writing signed by each of the Parties. This Agreement shall be binding upon and inure to the benefit of the Parties and their respective successors and assigns. APAH may not assign its rights and obligations under this Agreement without the prior written consent of the County Board.

(iii) **Records Retention and Audit.** APAH must retain all books, records and other documents related to this Agreement for at least five years after the final payment and must allow the County or its authorized agents to examine the documents upon request during the retention period and during the term of this Agreement.

(iv) **Governing Law; Venue.** This Agreement is made and is intended to be performed in Arlington County, Virginia, and shall be construed and enforced by the laws of the Commonwealth of Virginia. Jurisdiction and venue for any litigation arising out of or involving this Agreement shall lie in the Circuit Court of the County of Arlington, and such litigation shall not be brought in any other court.

(v) **No Third-Party Beneficiaries.** No provision of this Agreement shall be construed to confer any rights upon any person or entity who is not a Party, whether as a third-party beneficiary or otherwise.

(vi) **Relationship of Parties.** The provisions of this Agreement are intended solely for the purpose of defining the relative rights of the Parties and do not create any partnership, joint venture or other joint enterprise among the Parties.

(vii) **Severability.** If any term, provision, covenant, or condition of this Agreement is held by a court of competent jurisdiction to be invalid, void or unenforceable, the remaining provisions will remain in force, to the extent that they are not rendered impractical to perform, taking into consideration the purposes of this Agreement. The Parties further agree that in such event, and to the maximum extent permitted by law, they shall take all steps necessary to make valid this Agreement or the portion that is found to be unenforceable.

(viii) **Interpretation.** The terms of this Agreement shall be construed in accordance with the meaning of the language used and not for or against any Party by reason of the authorship or any other rule of construction that might otherwise apply. The Section headings are for purposes of convenience only and shall not be construed to limit or extend the meaning of this Agreement.

(ix) **Determinations.** Any determination by the County Manager of fulfillment or non-fulfillment of the terms of this Agreement by the APAH shall be binding and final.

(x) **Attorney’s Fees.** Each Party shall pay its own attorney’s fees.

(xi) **Business Day Convention.** If the date of any required action falls upon a weekend day or a holiday when the New York Stock Exchange is not open for business, the
required action may be deferred to the next business day.

(xii) **Force Majeure.** No Party will be held responsible for failing to fulfill an obligation under this Agreement if such failure is a result of a fire, riot, rebellion, natural disaster, war, act of terrorism or act of God that is beyond the control of the Party and that makes performance impossible or illegal, unless otherwise specified in the Agreement.

(xiii) **Counterparts.** This Agreement may be executed in one or more counterparts, each of which shall be an original and all of which together shall be one and the same instrument.
ATTACHMENT A
ARLINGTON PARTNERSHIP FOR AFFORDABLE HOUSING
DIGITAL INCLUSION INITIATIVE

PROGRAM EVALUATION FORM

PROGRAM: Arlington Digital Inclusion Initiative
ALLOCATION: $95,400 TIF
IMPLEMENTING AGENCY: Arlington Partnership for Affordable Housing (APAH)
CD STAFF: Caitlin Jones

PROGRAM OBJECTIVE:
APAH and selected service providers will leverage the County’s existing dark fiber assets (ConnectArlington) and supportive university and commercial entities to provide free broadband internet connectivity to residents of the Arlington Mill Residences affordable housing development for a period of three years.

SCOPE OF WORK:
1. APAH and selected service providers will provide free wireless internet service to residents of Arlington Mill. APAH and its selected service providers will enter into an agreement detailing various roles, responsibilities, and cost-sharing arrangements.
2. APAH: Owner of Arlington Mill residences. APAH would be responsible for informing residents of the program, assisting residents with accessing program and contacting partners for service issues
3. An internet service provider (ISP) selected by APAH will execute a ConnectArlington dark fiber license agreement with Arlington County to license and light two strands of the County’s dark fiber network. This entity would be responsible for installing and maintaining the equipment necessary to "light" the dark fiber and transport the internet bandwidth.
4. Another service provider will furnish, install, maintain and service Wi-Fi equipment and support services within Arlington Mill Residences.

PERFORMANCE MEASURES

<table>
<thead>
<tr>
<th>KEY INDICATORS</th>
<th>EXPECTED</th>
<th>YTD</th>
<th>FINAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Number of households accessing program annually</td>
<td>60</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Percent availability to residents (as measured by known/reported outages over a 12-month period); defined within APAH’s agreement with service provider*</td>
<td>≥99% availability</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Service provider outages (defined as a complete outage due to a service provider network or equipment problem); defined within APAH’s agreement with service provider*</td>
<td>≤ 3 per year</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Agreements/technical plan approved by County Staff before disbursement of funding</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
5. Client access, usage and satisfaction survey administered by APAH annually. 50% response rate.

*Service availability is subject to performance of third-party service providers selected by APAH.

**BUDGET**

Annually provide reconciliation of the total County grant funds used as well as the final total expenditure for the year. Please also provide back-up documentation, as needed (invoices, summary of work, etc.).

<table>
<thead>
<tr>
<th>Description</th>
<th>County Grant</th>
<th>Total Program Budget</th>
<th>County Grant Funds Used</th>
<th>Final Total Expenditure</th>
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<tr>
<td>Connect Arlington Dark Fiber</td>
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[Signatures and acknowledgments appear on the following pages]
IN WITNESS WHEREOF, the County Board and APAH have each executed, or caused to be duly executed by an authorized representative, this Arlington County Grant Agreement under seal in duplicate, as of the day and year written above.

Approved as to form: THE COUNTY BOARD OF ARLINGTON COUNTY, VIRGINIA, a body corporate and politic of the Commonwealth of Virginia

_________________________________
Stephen A. MacIsaac, County Attorney

By: ________________________________
Mark Schwartz, County Manager

ACKNOWLEDGMENT

COMMONWEALTH OF VIRGINIA
COUNTY OF ARLINGTON

On this the ___ day of __________, 2017, before me, personally appeared Mark Schwartz, who acknowledged himself to be the County Manager of Arlington County in the above instrument, and that he, as Acting County Manager, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of the County Board of Arlington County, Virginia, a body corporate and politic of the Commonwealth of Virginia by himself as Acting County Manager of Arlington County, Virginia

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

_____________________________________
Notary Public

My Commission Expires: ______________
ARLINGTON PARTNERSHIP FOR AFFORDABLE HOUSING, INC.

a Virginia non-stock corporation, as Grantee

By:

By: __________________________
Name: _________________________
Title: __________________________

ACKNOWLEDGMENT
STATE OF ______________
COUNTY OF ______________

On this the ___ day of ___________, 2017, before me, personally appeared ________________, who acknowledged himself to be the __________________ of ________________ in the above instrument, and that he, as ________________, being authorized so to do, executed the foregoing instrument for the purposes therein contained, by signing the name of ________________, a ______ by himself as ________________ of ________________.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

_____________________________________
Notary Public

My Commission Expires:_______________