The E-rate Opportunity: E-rate Modernization Resources for Policymakers and Digital Leaders

Special Construction - State Matching Grant Program Guidance

OVERVIEW
Billions of dollars are available to help state and local jurisdictions expand broadband and Wi-Fi connectivity in schools and libraries based on recent changes in the federal E-rate program. SETDA and Common Sense Kids Action, the advocacy arm of Common Sense Media, are working together to help state and local policymakers and digital leaders successfully apply for these new funds. The goal of these three documents is to help state and local leaders achieve high-speed connectivity in their jurisdictions and to support the national goal of connecting every classroom and library in America to high-speed Internet by 2018.

COMPETITIVE BIDDING REQUIREMENTS: A REMINDER
As with all aspects of the E-rate program, the new E-rate options are subject to strict competitive bidding requirements. Applicants must conduct fair, open, and competitive bidding processes and must select the most cost-effective option in order to receive E-rate funds. The price of eligible products and services must be the most heavily-weighted factor, but not necessarily the majority factor, considered in choosing equipment and services to bring broadband to and establish internal connections in schools and libraries.

SUMMARY OF NEW DEDICATED STATE MATCH FOR BROADBAND
To motivate state leaders to fund new broadband construction, the FCC unveiled a new dedicated state match in its December 2014 Order. Under these new rules, the FCC will provide eligible applicants with an up to 10 percent additional discount for special construction charges, matching state funding for the project on a dollar-to-dollar basis. For example, a district with a 40% discount can receive up to an additional 10% of E-rate funds if the state provides an additional 10% of the cost of the special construction project. Applicants with higher discount rates that utilize these funds have the opportunity to significantly or completely eliminate their payment obligations. For example, an applicant eligible for an 80% E-rate discount could find its 20% share of payment totally met by...
a combination of the increased discount from this federal matching program and state funds (if the state funds at least 10%). This increase in Category One funding starts in the 2016 funding year.

According to the Order, state investments should be new state investment dollars targeted for broadband infrastructure. In most cases, traditional state budgets or general state aid is not an eligible match. State level funding should be specific to each state and not applicant specific. The FCC will be providing a process for states and/or their applicants to propose state funding through the E-rate application process. Prior to the process, if states or applicants have questions about eligible state funds, they can contact the FCC Wireline Competition Bureau.

To prevent “excessive or duplicative funding” for special construction projects, any school or library connection built with matching funds will be ineligible for additional matching funds from E-rate for a period of 15 years. This does not mean applicants are not eligible for special construction funds during this time period if they are necessary, it simply means that applicants would not be eligible again for the match.

The E-rate program will also match special construction funding for Tribal schools, schools operated by or receiving funding from the Bureau of Indian Education and libraries on Tribal lands when a state, tribal government, or federal agency provides the additional funding. This funding is still limited to the same matching requirements described above. (Second Modernization Order, pg. 24-5).

**FCC Contacts**

For questions about self identification of fiber projects or special construction please contact: Dana Shaffer, Deputy Managing Director, FCC (dana.shaffer@fcc.gov); Charles Eberle, Attorney Advisor, FCC Wireline Competition Bureau (Charles.Eberle@fcc.gov); or Joe Freddoso, Dark Fiber Consultant, USAC (jfreddoso@gmail.com).

**Funding Scenarios**

The amount of money that a school district or library can receive through a dedicated state match depends on the cost of special construction, the original E-rate discount of the district, and the amount of money the state contributes to the project. For example, if construction costs are $500,000, the district has a 40% discount, and the state invests 10% of the construction cost ($50,000), then E-rate will match dollar for dollar up to $50,000. In no case can E-rate funding and the State match exceed 100% of the construction costs. The chart below offers additional funding scenarios.

<table>
<thead>
<tr>
<th>Total Cost of Broadband Construction Project (Eligible)</th>
<th>Applicant’s Share of Costs</th>
<th>Applicant’s Share %</th>
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</tbody>
</table>

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Keep in mind that the matching funds are intended to encourage states to address school and library connectivity gaps by investing new funds in broadband infrastructure projects. Pre-existing state funds for general broadband projects will likely not be considered for dedicated state matches.

**SPECIAL CONSTRUCTION DEFINITION**

Special construction includes the capital costs necessary to bring broadband connections to and from eligible locations. All costs are subject to competitive bidding requirements. Design and engineering, project management specific to the task, and trenching or aerial installation can be eligible construction costs for third party providers. Construction costs that go beyond the E-rate eligible locations will not be eligible. Costs for the purchase of long-term Indefeasible Rights of Use of new or existing fiber are a type of special construction.

Special construction projects should provide the infrastructure necessary to meet the FCC’s broadband capacity targets, or infrastructure that is scalable to those targets (Second Modernization Order, pg. 22). Applicants must also seek comparative lit services bids and conduct a cost comparison between lit service and dark fiber solutions and must choose the most cost effective solution.

**Lit and Dark Fiber Definitions**

Based on previous presentations, the FCC’s preferred method of broadband construction is fiber. As referenced above, fiber can be either “lit” or “dark.”

- **Lit fiber services** include both the physical fiber as well as the necessary electronics (transmitters and regenerators) to provide transmission services (send and receive data) across fiber managed by the provider.
- **Dark fiber** refers to a customer purchasing capacity on a provider-owned and maintained fiber network without paying for transmission service and then the customer pays separately for the modulating electronics required to “light” the fiber (transmit data) and accepts the responsibility for maintenance, repairs, and uptime metrics.

Though previous E-rate rules have prioritized lit fiber, the Orders equalize the treatment of lit and dark fiber, making it easier for schools and libraries to choose to construct dark fiber to improve broadband connectivity.

**RESTRICTIONS**

Project eligibility is limited to work that provides broadband access that meets the capacity goals and measures that the FCC adopted in the Orders. The applicant must properly procure these costs through a fair and open procurement process as directed within the E-Rate program. Additionally, to prevent waste fraud and abuse, an applicant awarded FCC matching funds for non-recurring special construction costs for specified locations will not be eligible for future matching funds for a period of 15 years. Only IRU fees that are directly attributable to new construction are eligible for the state match.

**CAPACITY REQUIREMENTS**

The Orders adopt, as bandwidth targets, the State Education Technology Directors Association’s (SETDA) recommendations for school Internet access of at least 100 Mbps per 1,000 students and staff (users) in the short term, and 1 Gbps Internet access per 1,000 users in the longer term. Internet connectivity will be measured at the district level for school districts and at the school level for schools that are not members of a district. (First Modernization Order, pg. 16)

**AMORTIZATION FLEXIBILITY**

For FY2015 through FY2018, the Orders suspended the requirement that an applicant amortize (non-recurring) special construction costs for Category One broadband applications exceeding $500,000 for multiple years (Second Modernization Order, pg. 8-10). In doing this, the applicant and
awarded service provider along with E-rate funding can cover upfront eligible special construction costs during the first year of an award. This should allow the service provider a more efficient use of E-rate funds provided for special construction and reduce monthly recurring costs. With respect to the non-discounted portion or the applicant’s share of the non-recurring special construction costs, the applicant, in agreement with the service provider, may have the option to spread the cost of their required share of these costs over a four-year period. This option must be included in the original RFP (Second Modernization Order, pg. 10-11). The applicant can use a service provider’s willingness to provide this spread of payments as criteria in their competitive bid decision-making.

PROGRAM LOGISTICS

School Eligibility
Target schools (and libraries) lacking affordable high-speed bandwidth services that meet long-term capacity targets are eligible for matching funds First Modernization Order page 16-17.

Example: San Juan School District, Utah
The San Juan district in Utah is investigating the option to go to bid for fiber improvements. San Juan schools are located in the Four Corners of Utah and within three chapters of the Navajo Nation. This particular geographical area has environmentally and historically sensitive areas through which fiber will need to pass even when following existing rights-of-way. This will be a multi-million dollar project that may need to be considered in phases, pending the total cost. Based on the 10% match opportunity provided through E-rate Modernization, the Utah Education Network is investigating the option to bid for fiber improvements on behalf of the San Juan School District and provide the investment necessary for the 10% match. Numbers for this project are difficult to gauge, however it will be a multimillion-dollar project, and a 10% match could impact the project significantly.

APPLICATION CONSIDERATIONS

- If you are unsure of your eligibility, please contact the FCC to discuss options. For questions about self identification of fiber projects or special construction please contact: Dana Shaffer, Deputy Managing Director, FCC (dana.shaffer@fcc.gov); Charles Eberle, Attorney Advisor, FCC Wireline Competition Bureau (Charles.Eberle@fcc.gov); or Joe Freddoso, Dark Fiber Consultant, USAC (jfreddoso@gmail.com).

- State E-rate Coordinators and State Educational Technology/Digital Learning Directors can support the application process.

- All applicants must conduct a fair and open competitive bidding/procurement process and select the most cost effective means of obtaining the services in accordance to current E-rate program rules.

- Applicants seeking funding for special construction should include multiple options for the specified requested service including, but not limited to, dark fiber, lit fiber and other possible options that may be available within the region to meet broadband goals. In accordance with the Orders, the applicant must bid lit services to compare to dark fiber options. If a self-provision option is a viable option for the applicant then the applicant may include that as an option as well.
• Research all possible ranges of broadband capacities that may be needed within the expected contract period in accordance with your technology goals and objectives. Include these specific bandwidths within the procurement document. Avoid open-ended pricing requests to avoid issues in the price comparison process. Be specific and provide as much detail about the services and expected future services in all procurement documents.

• Long-term evaluations of dark fiber vs. lit services considering Total Cost of Ownership over an applicant determined period (usually in the range of 5 to 20 years) must be included.

• Include specific estimated bandwidth sought as related to the capacity targets. Applicants may identify a range, such as 100 Mbps to 1 Gbps, but should aim to be as specific as possible and reflect the needs of the applicant over the period of time of the bid.

• Include expected growth rate in bandwidth demand over the relevant time period and seek pricing for the increased level of bandwidth over time

• Include any state or local procurement requirements.

Construction Options
Under the Orders, schools/districts may now lease lit or dark fiber on a provider’s network. A lit fiber service or lit service includes both the physical fiber as well as the necessary electronics (transmitters and regenerators) to provide transmission services (send and receive data) across the fiber managed by the provider. Dark fiber leases permit a customer to purchase fiber capacity on a provider-owned and maintained fiber network without paying for transmission service. The applicant then bids separately for the modulating electronics required to “light” the fiber (transmit data) and accepts the responsibility for maintenance, repairs, and uptime metrics. The implementation must be the most cost effective option and all of the E-rate bid requirements and documentation is required.

For dark fiber special construction projects, and all other special construction projects, the Orders codify USAC’s special construction policies allowing applicants to receive funding for Category One infrastructure costs incurred up to six months prior to the funding year, provided that the service provider is selected pursuant to a posted FCC Form 470. (Please note: USAC will not commit funding prior to a Funding Commitment Decision Letter.)

Applicants may also receive extensions of up to one year for unavoidable delays due to weather or other reasons. Applicants that seek bids for dark fiber must also seek bids for lit fiber and select the most cost-effective proposal considering the total cost of ownership over a comparable time period (Second Modernization Order, pg. 12-18).

What are managed services?
For Category One funding, managed services are the services necessary to light fiber only. Bidders can bid on fiber or managed services or both. A number of districts across the country are capable of operating a competitive bid for dark fiber, operating a competitive bid for the equipment necessary to light the dark fiber and operating their own managed service. Applicants should assess their technical capability and develop a plan for procurement that is both cost effective and commensurate with their technical capability.

Bidding requirements
Applicants must release a RFP for both lit and dark fiber services unless within the same funding year a lit RFP had no responses. All options must be submitted on the same Form 470. Dark and lit fiber options applicants may also purchase the electronics directly and seek bids for managed services separately. “Applicants cannot receive E-rate funding for recurring costs associated with dark fiber until it is lit and applicants may only receive funding for special construction charges for dark fiber if it is lit within the same funding year” (Second Modernization Order, pg. 15).
Cost effectiveness
Reimbursement will be provided for the most cost effective solution only. If bids are close, consider financial risks and uncertainties associated with self-provisioning and long term dark fiber vs. lit fiber service and include the total cost of ownership over time.

PROGRAM IMPORTANCE
Build-outs can cost millions of dollars, depending on the diversity of terrain and environmental conditions. A matching reimbursement can be a significant contribution to eliminating budgetary hurdles. For example, in New Mexico, rural fiber costs can be $50,000 per mile. Regardless of the size of the district, all eligible districts should consider applying.

POSSIBLE EXAMPLES OF ELIGIBLE STATE-MATCHING FUNDS
USAC and the FCC have not identified approved state matching examples. All matching funds are subject to FCC approval. If you have questions about eligible funds, please send direct inquiries to: Dana Shaffer, Deputy Managing Director, FCC (dana.shaffer@fcc.gov); Charles Eberle, Attorney Advisor, FCC Wireline Competition Bureau (Charles.Eberle@fcc.gov); or Joe Freddoso, Dark Fiber Consultant, USAC (jfreddoso@gmail.com).

Below are examples of potentially eligible state matching fund investments.

1. California Broadband Infrastructure Improvement Grant (BIIG) Program (2014):
   In June 2014, concerns over whether existing infrastructure could support the upcoming California Assessment of Student Performance and Progress (CAASPP) computer-based assessments spurred the California State Legislature to allocate $26,689,000 in one-time funding to enhance broadband infrastructure within the state’s public schools. The legislature directed the California K-12 High Speed Network (K12HSN) to distribute network connectivity infrastructure grants and produce a report on statewide connectivity infrastructure. Working with the Corporation for Network Initiatives in California (CENIC), K12HSN issued an RFP to provide poorly connected sites with appropriate bandwidth in October 2014. Meanwhile, working with the CA Department of Education (CDE) and the State Board of Education, K12HSN began conducting field tests to determine which school sites were ready for CAASPP assessments. K12HSN announced in 2015 that 300 schools lacked sufficient connectivity to complete the assessments. Of the 300, 277 received Broadband Infrastructure Improvement Grants (BIIGs). Schools only received grants if 1) commercial providers submitted viable bids for service, and 2) they committed to paying the ongoing costs of maintaining the connection once the grant period expired.

   In the FY2015-2016CA budget, the state legislature allocated an additional $50 million to further support schools with inadequate bandwidth. This second wave of BIIGs will only provide upgrades to external connections. The application window for this grant opened in mid-August 2015.

   For more information about the BIIG program, visit the K12HSN Broadband Grant website, which includes FAQs, past webinars, and fact sheets. BIIG program budget allocations can be found here (see section 6110-182-0001). Still want more information? Contact Patricia De Cos of the State Board of Education (Pdecos@ced.ca.gov); Cindy Kazanis of the CDE (916-324-1214, c.kazandis@ce.ca.gov); or K12HSN representatives (biig@lists.k12hsn.org).

   In mid-2014, the Massachusetts State Legislature passed the Information Technology and Innovation Act of 2014, allocating $38 million in bond-funded matching funds to enhance K-12 infrastructure. In October 2014, the Massachusetts Department of Education (MA DOE) began accepting applications for the Digital Connections Partnership Schools
Grant, releasing the first $5 million of the matching funds. The Digital Connections Grant was a competitive grant program to assist public school districts in enhancing IT infrastructure (Wi-Fi) and improving broadband access. The program allocated $2 million for suburban schools, $2 million for urban schools, and $1 million for rural schools, with money dispersed over two years. The MA DOE’s Office of Digital Learning reviewed applications and announced grant recipients in January 2015. School districts receiving the grants were expected to fund (from either a public or private source) between 30-70% of the total project, and were required to apply for E-rate funding. While district funds could be used to purchase devices, state grants had to be used to provide broadband and/or wireless Internet to schools.

For more information on the Digital Connections Partnership School Grants, visit the Office of Digital Learning’s Digital Connections information page and resource page, which includes an application timeline, a webinar for applicants, FAQs, and the Scorecard used to assess grant applicants. The Information Technology and Innovation Act of 2014 text can be found here. Contact Kenneth Klau of the MA DOE (KKlau@doe.mass.edu).

3. Maine Telecommunications Education Access Fund (MTEAF): In 2001, the Maine State Legislature created the MTEAF, a state universal services fund. The fund derives revenues by collecting fees of “no more than 0.7% of retail charges for two-way voice communications services as determined by the Commission, excluding interstate tolls or interstate private line services.” The Maine Public Utilities Commission provides oversight of the MTEAF. The legislation directs the use of the funds to Maine K-12 schools and Maine public libraries for: telecommunications services, Internet access, internal connections, computer, training, and content. Schools and libraries must apply for E-rate funding in order to be eligible for the funds. In 1996, prior to the establishment of the MTEAF, Maine established the Maine School and Library Network (MSLN), a statewide network that serves public and private K-12 schools, public libraries, and some higher education libraries. For those entities on the statewide network that are E-rate eligible, MSLN has served as a consortia network for broadband, related services, and E-rate applications.

Combined, funding from the MTEAF, E-rate, and a nominal $1 per pupil per year from member K-12 schools provides broadband, related management, and support services to Maine’s K-12 schools and public libraries.

The Maine State Library (MSL), Maine Department of Education (MDOE), and the University of Maine System (UMS) have served as the lead agencies in the development of the MSLN through MTEAF support, and today the network and all contracting and budget management is done through Networkmaine, a unit at UMS established through a Memorandum of Understanding between the MSL, MDOE, UMS, and the Maine State Office of Information Technology. Each entity has representation on the Network Maine Council along with nominated at-large representatives that represent their core constituents. The Council provides oversight to Networkmaine.

For more information about the MTEAF program, visit the Networkmaine website as well as the legislation that authorizes the MTEAF. Contact Jeff Letourneau, Executive Director of the Networkmaine (jeffl@maine.edu).

4. New York Bond Initiative (2014): In March 2014, the New York state legislature passed the Smart Schools Bond Act of 2014 as part of the larger 2014-2015 Enacted Budget. The measure authorized the state to issue and sell up to $2 billion in bonds to finance improved educational technology and infrastructure in New York schools, upon approval by a statewide vote. Under the proposal, school districts could use bond revenues to purchase educational technology equipment,
including high-speed broadband or wireless Internet, construct and modernize facilities to replace classroom trailers, and install high-tech security features in school buildings. School districts were eligible for the same percentage of the bond revenue that they received in formula school aid in 2013-2014. To receive funds, districts had to submit a “Smart Schools Investment Plan” outlining their use of funds. The Bond Act established a Smart Schools Review Board to review and approve investment plans. As a condition for receiving money, school districts were required to loan their Smart Schools classroom technology to nonpublic students in their district upon request. In November 2014, the Smart Schools Bond Act of 2014 appeared as a question on the General Election Ballot and passed, with 62% of voters supporting the bonds.

For more information on the Smart Schools Bond Initiative, visit the Smart Schools homepage. The legislation can be found here. To see the Smart Schools Bond Act guidance to school districts, visit New York’s Educational Management Services Smart Schools page. In addition, this NYUST fact sheet provides an overview of the program, along with a list of district-specific fund allocations. Still want more information? Contact smartschools@nysed.gov.

**POTENTIAL OPTIONS FOR STATES WITHOUT CURRENT ELIGIBLE FUNDS**

States that have not yet implemented eligible funding streams for special construction matching funds may consider a variety of options to move forward with their connectivity plans. For example, states may consider using:

- state infrastructure funds
- state bond initiatives
- reimbursements
- state universal service funds
- other state funds

In all cases, states should contact the FCC to confirm eligibility.

**ALTERNATIVES TO FIBER**

Based on a review of the Orders and comments made by FCC representatives, scalable fiber builds are the preferred method of build-out. However, the FCC has indicated that schools/districts may apply for funds to construct alternative methods of high-speed broadband access if the alternative methods are more cost effective and efficient and scalable. Currently, the FCC has indicated that these decisions will be determined on a case-by-case basis (FCC’s E-rate Fiber Build Workshop https://fcc.gov/events/E-rate-fiber-build-workshop).

**Can other government entities match funds (counties, cities, nonprofits)?**

No. The FCC has consistently responded that the matching funds are limited to state generated funds only.

**Frequency of funding**

Any school or library connection that is built with matching funds will be ineligible to receive additional matching funds for special construction to the same buildings from the E-rate program for a period of 15 years. This moratorium only applies to the matching funds for special construction, not to other E-rate discounts (Second Modernization Order, pg. 25).

**Dates related to this program**

These funds are a new benefit of the traditional E-rate application process. It is expected that the Form 471 window will open in January 2016 for the 2016 funding year, which will be the first time these funds will be available.
Schools or districts should launch the planning process now to help ensure proper procurement processes. As a part of the procurement, the filing of a Form 470 will be required and evaluated. The deadline to file a Form 470 will be determined by the final Form 471 window opening date for the funding year. The properly submitted Form 470 and RFP (procurement document) must be filed to include a 28-day waiting period prior to filing the next form in the process the Form 471. The Form 471 must be filed within the USAC/FCC determined Form 471 Filing Window.

Planning requirements
The Orders eliminated the application requirement for technology plan approval for Category Two services beginning with funding year 2015. The FCC eliminated the technology plan requirements for Category One services starting with FY2011. However, Form 471 and other forms typically includes certification language such as:

“I certify that all bids submitted were carefully considered and the most cost-effective service offering selected, with price being the primary factor considered, and is the most cost-effective means of meeting “educational needs and technology goals.” This would imply that the school/district should have technology goals in some format for all Categories of the program.

FEDERAL COMMUNICATIONS COMMISSION RESOURCES

6. FCC’s E-rate Fiber Build Workshop: https://www.fcc.gov/events/e-rate-fiber-build-workshop

UNIVERSAL SERVICE AND ADMINISTRATIVE COMPANY (USAC) RESOURCES

CALIFORNIA BIIG PROGRAM

MASSACHUSETTS DIGITAL CONNECTIONS PARTNERSHIP SCHOOLS GRANT
2. MA Department of Education Digital Connections Grant Overview: http://doe.mass.edu/ grants/2015/DCPSG/

MAINE TELECOMMUNICATIONS EDUCATION ACCESS FUND (MTEAF)

NEW YORK STATE BOND INITIATIVE
3. Smart Schools Homepage: http://p12.nysed.gov/mgtserv/smart_schools/

*Please note that the information provided in this document is based on state leaders’ input, review of the FCC’s E-rate Modernization Orders, the May 20, 2015, E-rate Workshop, and information provided during meetings with the FCC in January and June, 2015. If you have any questions specific to your school, district, or state E-rate eligibility, please contact the FCC directly. For questions about self identification of fiber projects or special construction please contact: Dana Shaffer, Deputy Managing Director, FCC (dana.shaffer@fcc.gov); Charles Eberle, Attorney Advisor, FCC Wireline Competition Bureau (Charles.Eberle@fcc.gov); or Joe Freddoso, Dark Fiber Consultant, USAC (jfreddoso@gmail.com). If you have any additional questions or concerns, please contact Susannah Savage at Common Sense Kids Action (ssavage@commonsense.org) or Christine Fox at SETDA (cfox@setda.org).

Founded in 2001, the State Educational Technology Directors Association (SETDA) is the principal nonprofit membership association representing US state and territorial educational technology leaders. Our mission is to build and increase the capacity of state and national leaders to improve education through technology policy and practice. setda.org

The advocacy arm of Common Sense Media, Common Sense Kids Action, works with policy makers, business leaders, and other advocates to ensure that every child has the opportunity to succeed in the 21st century. Our mission is to make kids and education our nation’s top priority by building a membership base and driving policies that promote access to high-quality digital learning experiences; protect kids’ online privacy; expand access to affordable, high-quality early education; and reduce child poverty. https://commonsensemedia.org/kids-action

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