W.7.C.

Memorandum Date: January 25, 2006

Order Date: February 8, 2006

TO:

**Board of County Commissioners** 

**DEPARTMENT:** 

County Administration Office

PRESENTED BY:

Peter Thurston, C&ED Coordinator

**AGENDA ITEM TITLE:** 

ORDER/IN THE MATTER OF PROVIDING DIRECTION TO

STAFF ON CABLE TELEVISION FRANCHISE NEGOTIATION GOALS AND OBJECTIVES

## I. MOTION

It is moved that the Order be adopted in the matter of providing direction to staff on cable television franchise negotiation goals and objectives.

## II. AGENDA ITEM SUMMARY

Lane County is a local franchise authority (LFA) and has a franchise with Charter Communications to provide non-exclusive cable television services in unincorporated communities and areas of the county adjacent to small cities. Charter does not serve areas adjacent to the Eugene/Springfield metro area, or in and around the city of Junction City, where Comcast provides cable service.

Charter and Lane County are currently in negotiations for franchise renewal for all unincorporated areas served by Charter, in accordance with rules under the federal Telecommunications Act. The franchise is due to expire in June 2007. Lane County Community and Economic Development program has been assigned over the past three years to manage franchise issues and coordinate negotiations with Charter for renewal of the franchise. The process has reached a point in the discussions with Charter where specific direction is necessary to finalize renewal in the coming year. The final franchise needs to include the goals and objectives of the board of county commissioners that may be accomplished through the franchise. The Order provides direction to staff on the goals and objectives the Board would like included in the negotiations.

## III. BACKGROUND/IMPLICATIONS OF ACTION

## A. Board Action and Other History

In 1992, by Ordinance 6-92, the Lane County Board of Commissioners established

a cable television franchise covering unincorporated areas such as McKenzie River Valley, Mohawk Valley, Noti, and Mapleton; and areas adjacent to small cities around the county. Attachment A shows generally where these Charter cable television service areas are located. The rules that govern the franchise process are authorized in the federal 1996 Telecommunications Act. Charter's franchise is set to expire in June 2007.

## B. Policy Issues

Policy issues regarding the franchise negotiations have to do with 1) prudent management of the revenues due Lane County under the franchise, and 2) the importance of PEG (Public access, Education and Government) channel services such as educational/distance learning, and public information about county governance, and 3) public services that cable television may enhance if the cable system delivered public information channel services on all cable television systems.

The Order includes directions to staff for continued negotiating with Charter in the coming year. The direction to staff includes specific audit and survey work that may be conducted with the assistance of outside consultants to evaluate past payments to Lane County by Charter and the current condition of the facilities and services. Where possible, surveys and audits will be conducted with involvement by Charter. Also, the direction includes some specific guidance regarding development of a system that delivers the Board of County Commissioner's meeting to rural areas of the county on the Charter cable system, coordination of PEG cable channels among public agencies in Lane County, and facilitation of distance learning and educational programming throughout the county.

## C. Board Goals

Lane County Strategic Plan goals include the following outcomes that are affected directly and indirectly by cable television services: 1) "work for a strong regional economy" . . . is enhanced when people in all communities of the county have access to meetings of the Board of Commissioners that promote economic development; 2) providing "opportunities for citizen participation in decision-making, voting, volunteering, and civic and community involvement" . . . are directly affected by education and government information on cable television channels; 3) "ensuring the public's safety . . . emergency preparedness . . . [and] law enforcement" . . . is facilitated through public information channels. Many other public benefits are derived when public channels are available in a uniform way wherever cable television facilities exist.

The Board of Commissioners has expressed the objective of providing public

access to Board of County Commissioner meetings on cable television channels throughout the county. To date, this objective has not been included in a formal action of the Board of County Commissioners. Lane Community College distance learning programming runs over the PEG channel serving Cottage Grove. In line with the board's super goal of serving children, distance learning is an efficient method of meeting educational needs where distance is a barrier. The purpose of this discussion is to get specific direction from the Board of County Commissioners on priorities to pursue and the level of financial and technical information the board wants at hand for the franchise renewal in 2007.

## D. <u>Financial and/or Resource Considerations</u>

Based on federal cable television franchising authority, Lane County receives a 5-percent franchise fee on cable television services delivered outside the municipal jurisdictions in the county. Lane County's franchise revenue from Charter to the general fund has been about \$160,000 per year. This revenue source is at risk, as described in the analysis, below, if federal legislation removes local governments' from the local franchise process. Current legislation under consideration in Congress would even remove the local government authority to regulate or charge fees for private business use of public rights-of-way in the jurisdiction of the local government. As indicated in Attachment D, the BITS II bill redraft from this past year "pulled back from significant progress on local issues . . . [and]. . . does not protect local governments' core police powers."

Possibly the greatest financial impact is on the local economy. Efficient and effective telecommunications services county-wide, coordinated emergency services communications, telecommunications systems for education and training must be developed and improved to provide equal access to telecommunications services in rural areas of Lane County. Private telecommunications companies have not provided the full range of such services at affordable prices in rural areas. The result of inefficient and outdated telecommunications systems is lower competitiveness. Highly efficient telecommunications, particularly broadband internet access (see summary statements on Attachment C – Measuring Broadband Economic Impacts), will provide the basis for unlimited opportunities and the resulting economic improvement, more stable taxes to support public services, and an open and competitive system of communications. In Lane County, Charter currently provides broadband access only in the Florence/Dunes City cable television system.

Staffing for the various components of telecommunications planning, franchise negotiations, management of consultants, and monitoring development of systems is not sufficient to develop coordinated telecommunications within Lane County's area of over 4,600 square miles. Currently, staffing is provided for: (1) cable television franchise negotiations, 2) monitoring of general telecommunications

policies, and 3) development of occasional projects. What is missing is development of a county-wide telecommunications strategic plan and facilitation of priority elements of this plan. At this time, the estimated commitment of these telecommunications activities in 2006 is 25 percent of the Community and Economic Development Coordinator's time, plus targeted consultant services. There is about \$65,000 set aside in the Community and Economic Development budget for consultant services. If the Board so directs, these funds will be used in part for audit and performance survey by consultants. The currently C&ED staffing plan has sufficient time and resources to: 1) negotiate franchise agreements in 2006 and 2007, 2) keep Lane County engaged in legislative and regulatory issues, and 3) carry out intergovernmental and interagency coordination.

## E. Analysis

Cable television franchise renewal policies have a significant impact on the public and the county organization. The cable television system operated by Charter Communications is scattered across most of the 4,600 square miles of Lane County (See Attachment A). It is comprised of many small systems, developed over the past few decades, now consolidated under the Charter franchise.

The Charter consolidation of services among all of these cable facilities is accomplished by generating "head end" signals at three points: 1) Cottage Grove (for eastern Lane County and adjacent areas); 2) Florence; and 3) Mapleton. The capacity of each system varies in the number of channels it can handle, from about 30 in Mapleton to over 150 channels in Florence/Dunes City, as shown in the channel line-up (Attachment B).

The underlying question in the cable television franchise negotiations process is: what are the costs and benefits from committing time and resources to these activities? What legal authority exists for Lane County government to affect change in cable TV franchises?

By way of example, the results of no telecommunications planning for county-wide cable television services over the past three decades has resulted in a patchwork of cable TV systems of various capacities. Even with two cable service providers (one urban-area and another rural-area) during the past decade, the capacity has not been developed to deliver essential public information (such as Board of Commissioners meetings) to a county-wide audience, much less county-wide general service or government emergency information programming. This lack of a way to reach all residents through the most pervasive method of information and entertainment (television) has a negative impact on people's perception of their government. The rural areas are isolated by distance from governmental actions and elected officials. The lack of connection and interaction with local government likely affects voters' view of county government initiatives. The question before the

Board is whether to continue the ad hoc process of the past, or establish telecommunications objectives in the cable franchise that will improve telecommunications-based education, training, governmental services information, interactive capacity, and other public services.

Political and Regulatory Influences. All of the issues of local control mentioned above may be swept away if federal legislation and regulatory activities by the Federal Communications Commission remove involvement in franchise of cable television, including franchise fees and requirements for PEG channel support. Attachment D provides background from LOC, NLC, NATOA and others. It is important to stay in touch with these issues as significant changes are made beginning in January 2006 and over the next couple years that will affect local government franchise authority.

## F. Alternatives/Options

The Board may adopt all or components of the Order, amend portions of the Order, or decide not to take any action at all. There is no requirement that any action be taken.

Option 1 – Adopt the Order as presented to provide specific guidance to staff for negotiating franchise renewal with Charter.

Option 2 – Decide to add or remove items in the proposed Order and then adopt the amended Order.

Option 3 – Request clarification of portions of the Order before taking action, and postpone action to a later date.

Option 4 – Determine not to adopt any of the provisions of the Order at this time.

## V. TIMING/IMPLEMENTATION

The next franchise negotiation meeting with Charter is scheduled for February 21.

## VI. RECOMMENDATION

It is recommended that the Order be adopted including direction to implement franchise renewal priorities and collect information for franchise negotiations, including intergovernmental coordination of PEG channels.

## VII. FOLLOW-UP

Upon approval by the Board, franchise negotiations in the coming year will include the issues and goals established by the Board. A recommended franchise will be returned for Board approval when agreement is reached.

## VIII. ATTACHMENTS

## ORDER

- A Map of Charter service area
- B Charter Channel Line-up for Lane County service areas
- C Measuring Broadband's Economic Impact summary statements
- D Letter from NACO, NATOA, and others on national telecommunications legislation

\BCC Charter request for rate change 1-06a.doc

## IN THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON

ORDER NO.	) IN THE MATTER OF PROVIDING DIRECTION TO STAFF
	) ON CABLE TELEVISION FRANCHISE NEGOTIATION
	) GOALS AND OBJECTIVES

WHEREAS, Lane County is a local franchise authority for the unincorporated areas of the county, including about 4,000 Charter Communications subscribers in and around communities across Lane County's 4,600 square mile area, and

WHEREAS, negotiations are under way with Charter for continuation of cable television services in Lane County, including provisions for public access and involvement, education/distance learning programs and, cable television information about local government business, and

WHEREAS, uniform and reliable public information, public safety, and public involvement telecommunications facilities are essential in all Lane County communities, NOW, THEREFORE, IT IS HEREBY:

ORDERED that the following actions shall be undertaken to encourage competitive telecommunications services, economic development, public safety, interactive distance learning and educational opportunities, universally available local government information, and information that promotes public involvement in their local governments:

- 1) Lane County staff is directed to actively implement and advocate for the following provisions in the on-going franchise renewal negotiations with Charter Communications in the coming year, including: a) Provision for Board of County Commissioners public meetings to be shown throughout Charter's service areas in Lane County, b) coordination of Public Access, Education and Government (PEG) channels with other local franchise authorities (cities) and educational organizations in Lane County to maximize benefits for all parties, and c) secure professional services to audit Charter payments and evaluate the service quality of the Charter cable television system in Lane County.
- 2) Lane County will participate in regional and national initiatives coordinated by the National Association of Counties (NACo) and the National Association of Telecommunications Officers and Advisors (NATOA), that promote and support: a) continued Right of Way (ROW) control by local governments, b) meaningful involvement by local governments in franchising local cable television services, including provisions for PEG channels, and c) retention of the right of local governments to facilitate, own and operate telecommunications systems as they determine in the public interest.
- 3) Lane County will advise the Oregon Delegation to Congress, and other elected and appointed officials, and the FCC, of the county initiative in promotion of essential telecommunications services and to ensure that federal authorities and legislation do not

place an unreasonable burden on local governments without appropriate consideration. The Economic Development Standing Committee (EDSC) to the Board of County Commissioners will review legislative issues and recommend comment from Lane County Board of Commissioners to the US Congress and the FCC in coming months.

4) Lane County staff will work with other municipal and educational jurisdictions in Lane County to formulate an intergovernmental agreement that coordinates PEG channels for maximum efficiency and benefit to all in the Charter Communications service areas.

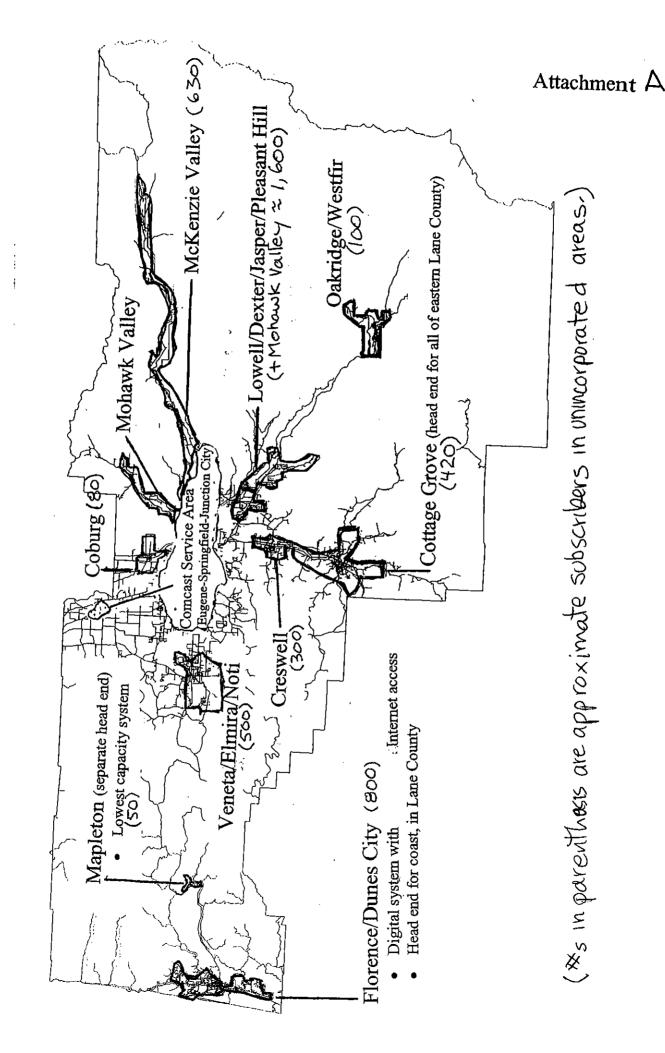
Signed this 8<sup>th</sup> day of February, 2006.

Bill Dwyer, Chair LANE COUNTY BOARD OF COMMISSIONERS

APPROYED AS TO FORM

Lane

OFFICE OF LEGAL COUNSEL



## Attachment B

## Channel Line-up

## It's time to get hooked on Charter.

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## Channel Line-up

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## Measuring Broadband's Economic Impact

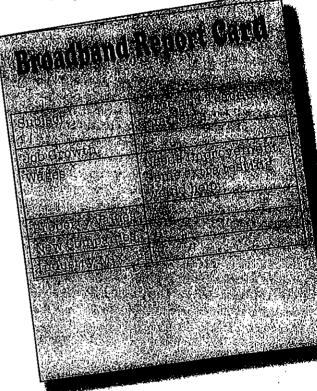
From 1999 to 2002, American communities with broadband access did significantly better than those without

By William H. Lehr, Carlos A. Osorio.

Sharon E. Gillett Massachusetts Institute of Technology

Marvin A. Sirbu Carnegie Mellon University

- "... broadband access does matter to the economy, just as common sense would say it should . . ."
- "... broadband enhances economic activity, helping to promote job creation both in terms of the total number of jobs and the number of establishments in communities with broadband ..."
- "... the mean growth in rent
  ... employment, number of
  establishments, and share of
  establishments in IT-intensive
  sectors were all higher in the
  communities with broadband ..."
- "... we find a substantial positive impact for broadband availability on the growth in total employment."
- "... broadband has a significant positive effect on the growth in the number of business establishments ..."



"...broadband access does enhance economic growth and performance, and ... the assumed (and oft-touted) economic impacts of broadband are real and measurable.

"The present study has several clear implications for policy-makers. The most obvious and important implication is that broadband does matter to the economy."

"Broadband is clearly related to economic well-being and is thus a critical component of our national communications infrastructure."

## Attachment D











November 30, 2005

The Honorable Joe Barton
Chairman
Committee on Energy and Commerce
The U.S. House of Representatives
2125 Rayburn House Office Building
Washington, DC 20515

The Honorable Fred Upton
Chairman
Subcommittee on Telecommunications
and the Internet
Committee on Energy and Commerce
2125 Rayburn House Office Building
Washington, DC 20515

The Honorable John D. Dingell Ranking Member Committee on Energy and Commerce The U.S. House of Representatives 2322 Rayburn House Office Building Washington, DC 20515

The Honorable Edward J. Markey Ranking Member Subcommittee on Telecommunications and the Internet Committee on Energy and Commerce 2322 Rayburn House Office Building Washington, DC 20515

## Dear Committee Leaders:

On behalf of the nation's local elected officials and their advisors, we thank you for the opportunity to testify at the Subcommittee on Telecommunications and the Internet's November 9<sup>th</sup> hearing on draft legislation to create a statutory framework for Internet Protocol and Broadband Services.

For three decades local governments have used cable franchising authority to achieve nearly universal deployment of broadband advanced services and to protect consumers to the extent we have authority. Only wire line competition reduces cable rates and enhances service. Therefore, let there be no mistake, local governments want competition, as fast and as much as the market will sustain.

We appreciated your efforts and leadership to engage local governments, along with all other impacted parties, as the committee drafted "BITS I." While BITS I was not something local governments would have put forward, we recognized that there was a significant effort to address issues of importance to cities and counties. We were prepared to continue to work towards a reasonable compromise.

Unfortunately, the revised draft, "BITS II," severely tested local governments' optimism because it pulled back from significant progress on local issues. In particular, we believe that the language of the draft does not protect local governments' core police powers.

We hope to have the chance to continue working with the committee to ensure that any final legislation addresses the following top concerns of local governments. These include:

1. Preserving local governments' ability to manage streets and sidewalks in the public rights-of-way.

- 2. Ensuring that no loopholes are created for undermining city and county revenues. Streamlining the franchise process does not mean that local governments and citizens should subsidize telecommunic ations companies' business plans. Telephone companies have agreed they would pay applicable fees for the use of public streets and sidewalks.
- 3. Protecting the public safety needs and interests of the community. In addition to fees, local governments receive in-kind benefits such as institutional networks for public safety and public access channels that facilitate communication with citizens under the current system. Local governments can support replacing the current negotiation process with adequate cash support shared equally among all competitors.
- 4. Enforcing local governments' management of public rights-of-way and revenue measures through mechanisms such as auditing, reviewing documents, and recourse to the courts, if needed.

These requests are reasonable, do not stand in the way of meaningful reform, and are in many circumstances conceded by the tele communications companies that seek change. Most important, these values are shared by most members of Congress and the Energy & Commerce Committee.

Thus, there appears to be no conceptual disagreement: the difficulties have arisen in the details of the legislative language. At the hearing, Chairman Upton made clear that it was the intent of the Subcommittee in its staff draft of the telecommunications rewrite to ensure that local governments preserves its management authority over local rights-of-way.

Accordingly, we are hopeful that we will have the opportunity to iron out these details with the committee prior to markup. We look forward to working together to further secure America's future economic growth by offering citizens a modern communications infrastructure that includes the provision of broadband service and video by competing providers.

Tom cochran

Tom Cochran
Executive Director
The U.S. Conference of Mayors

Sincerely.

Donald Borut
Executive Director

National League of Cities

Larry Naake

Executive Director

National Association of Counties

Woby Beaty

Elizabeth Beaty
Executive Director
National Association of

Telecommunications Officers and Advisors

Jeffrey L. Esser

**Executive Director and CEO** 

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Government Finance Officers Association

cc: U.S. House of Representatives Energy and Commerce Committee Members