

CONNECTING
AMERICA:
THE NATIONAL
BROADBAND PLAN

TABLE OF CONTENTS

List of Exhibits..... vii

Preface..... ix

Executive Summary xi

Chapter 1: Introduction.....1

Chapter 2: Goals for a High Performance America..... 7

Chapter 3: Current State of the Ecosystem13

3.1 Applications..... 16

3.2 Devices18

3.3 Networks.....18

3.4 Adoption and Utilization.....23

Part I—Innovation and Investment..... 27

Chapter 4: Broadband Competition and Innovation Policy..... 33

4.1 Networks 36

4.2 Devices..... 49

4.3 Applications..... 52

4.4 Competition for Value Across the Ecosystem 58

4.5 Transition From A Circuit-Switched Network 59

4.6 Leveraging the Benefits of Innovation and Investment Internationally..... 59

Chapter 5: Spectrum..... 73

5.1 The Growth of Wireless Broadband..... 76

5.2 Ensuring Greater Transparency Concerning Spectrum Allocation and Utilization 79

5.3 Expanding Incentives and Mechanisms to Reallocate or Repurpose Spectrum.....81

5.4 Making More Spectrum Available within the Next 10 Years 84

**5.5 Increasing the Flexibility, Capacity and Cost-Effectiveness of Spectrum for
 Point-to-Point Wireless Backhaul Services 93**

5.6 Expanding Opportunities for Innovative Spectrum Access Models 94

5.7 Taking Additional Steps to Make U.S. Spectrum Policy More Comprehensive 96

Chapter 6: Infrastructure..... 107

6.1 Improving Utilization of Infrastructure..... 109

6.2 Maximizing Impact of Federal Resources..... 114

Chapter 7: Research and Development 119

Part II—Inclusion..... 127

Chapter 8: Availability..... 133

8.1 The Broadband Availability Gap..... 136

8.2 Closing the Broadband Availability Gap..... 138

8.3 Universal Service 140

8.4 Other Government Actions to Promote Availability 152

Chapter 9: Adoption and Utilization..... 165

9.1 Understanding Broadband Adoption 168

9.2 Addressing Cost Barriers to Broadband Adoption and Utilization 171

9.3 Addressing Digital Literacy Barriers to Broadband Adoption and Utilization 174

9.4 Addressing Relevance Barriers to Broadband Adoption and Utilization 178

9.5 Addressing Issues of Accessibility for Broadband Adoption and Utilization 181

9.6 Expanding Federal Support for Regional Broadband Capacity-Building, Program Evaluation and Sharing of Best Practices 182

9.7 Coordinating with Tribes On Broadband Issues 184

Part III—National Purposes..... 191

Chapter 10: Health Care..... 197

10.1 The Promise of Health IT and the Role of Broadband 200

10.2 The Need for Action: Maximizing Health IT Utilization 202

10.3 Closing the Broadband-Enabled Health IT Adoption Gap 204

10.4 Unlocking the Value of Data 207

10.5 Closing the Health IT Broadband Connectivity Gap 209

Chapter 11: Education..... 223

11.1 Supporting and Promoting Online Learning..... 227

11.2 Unlocking the Power of Data and Improving Transparency..... 233

11.3 Modernizing Educational Broadband Infrastructure..... 235

Chapter 12: Energy and the Environment 245

12.1 Broadband and the Smart Grid..... 249

12.2 Unleashing Innovation in Smart Homes and Buildings..... 253

12.3 Sustainable Information and Communications Technology 257

12.4 Smart Transportation 258

Chapter 13: Economic Opportunity263

13.1 Supporting Entrepreneurship and America’s Small Businesses266

13.2 Job Training and Workforce Development270

13.3 Promoting Telework272

13.4 Local and Regional Economic Development273

Chapter 14: Government Performance..... 281

14.1 Improving Connectivity Through Government Action.....284

14.2 Improving Government Performance.....285

Chapter 15: Civic Engagement.....297

15.1 Creating An Open and Transparent Government..... 300

15.2 Building A Robust Digital Media Ecosystem 302

15.3 Expanding Civic Engagement Through Social Media.....305

15.4 Increasing Innovation in Government..... 306

15.5 Modernizing the Democratic Process 306

Chapter 16: Public Safety.....311

16.1 Promoting Public Safety Wireless Broadband Communications 314

16.2 Promoting Cybersecurity and Protecting Critical Infrastructure 320

16.3 Leveraging Broadband Technologies to Enhance Emergency Communications with the Public323

Chapter 17: Implementation and Benchmarks 331

17.1 Implementation333

17.2 Benchmarking.....335

17.3 The Legal Framework for the FCC’s Implementation of the Plan337

17.4 Conclusion.....338

Appendices 341

Appendix A: BTOP Progress Assessment363

Appendix B: Common Abbreviations367

Appendix C: Glossary..... 371

Appendix D: List of Workshops and Field Hearings375

Appendix E: List of National Broadband Plan Contributors.....377

LIST OF EXHIBITS

Exhibit 3-A: Forces Shaping the Broadband Ecosystem in the United States.....15

Exhibit 3-B: Percentage of Home Broadband Users Who Have Ever Engaged in Selected Online Activities16

Exhibit 3-C: Actual Download Speeds Necessary to Run Concurrent Applications (Mbps)17

Exhibit 3-D: Availability of 4 Mbps-Capable Broadband Networks in the United States by County19

Exhibit 3-E: Announced Upgrades to the U.S. Fixed Broadband Network (Millions of households covered)..... 20

Exhibit 3-F: Timeline of Fixed Broadband Industry Network Upgrades.....21

Exhibit 3-G: Advertised Versus Actual U.S. Fixed Broadband Residential Download Speeds (Mbps).....21

Exhibit 3-H: Announced Upgrades to the U.S. Mobile Broadband Network (Persons covered) 22

Exhibit 3-I: Broadband Adoption by American Adults by Socio-Economic and Demographic Factors 23

Exhibit 4-A: Share of Housing Units in Census Tracts with 0, 1, 2, and 3 Wireline Providers37

Exhibit 4-B: Average Top Advertised Speed in Areas with 1, 2 and 3 Wireline Competitors 38

Exhibit 4-C: Select Fixed Broadband Infrastructure Upgrades 39

Exhibit 4-D: Price Indices for Broadband Advertised as a Standalone Service and as Part of a Bundle (2006 = 1) 40

Exhibit 4-E: Share of Population Living in Census Tracts with 0, 1, 2, 3 or More 3G Mobile Providers 40

Exhibit 4-F: Evolution of Spectral Efficiency 41

Exhibit 4-G: Projected Share of Households with Access to Various Wireline Broadband Technologies in 2012 42

Exhibit 4-H: Broadband Speeds Advertised by Cable and Telco 2004–2009..... 43

Exhibit 4-I: Simplified View of Internet Network and Connections 45

Exhibit 4-J: Illustrative Broadband Speed and Performance Digital Labels 46

Exhibit 5-A: Forecasted Mobile Data Traffic in North America76

Exhibit 5-B: Selected Announced Upgrades to the U.S. Mobile Broadband Network (Persons covered)77

Exhibit 5-C: Time Required Historically to Reallocate Spectrum 79

Exhibit 5-D: The Spectrum Dashboard: An Interactive Tool for Browsing Spectrum Bands..... 80

Exhibit 5-E: Actions and Timeline to Fulfill 300 Megahertz Goal by 2015..... 84

Exhibit 5-F: Spectrum Baseline 85

Exhibit 5-G: Broadband-Capable MSS Bands87

Exhibit 6-A: Annual Pole Rates Vary Considerably by Provider Type110

Exhibit 6-B: Joint Deployment Can Materially Reduce the Cost of Fiber Deployment 114

Exhibit 8-A: Universalization Goals in Selected Countries135

Exhibit 8-B: The Present Value (in 2010 Dollars) of the Broadband Availability Gap is \$24 Billion137

Exhibit 8-C: The Most Expensive Unserved Housing Units Represent a Disproportionate Share of the Total Gap138

Exhibit 8-D: Existing Sources of Federal Support for Communications Connectivity139

Exhibit 8-E: The Federal Universal Service Fund 140

Exhibit 8-F: Roadmap for USF/ICC Reform144

Exhibit 9-A: Broadband Adoption Among Certain Demographic Groups167

Exhibit 10-A: International Comparison of Electronic Health Adoption..... 203

Exhibit 10-B: Health Data File Sizes..... 210

Exhibit 10-C: Required Broadband Connectivity and Quality Metrics (Actual) 210

Exhibit 10-D: Estimate of Small Physician Locations Without Mass-Market Broadband Availability 211

Exhibit 10-E: Wide Fluctuations in Dedicated Internet Access Prices (Monthly Service Cost in212

Exhibit 10-F: Estimated Health Care Locations Without Mass-Market Broadband Availability
(Percent of locations for each delivery setting).....213

Exhibit 10-G: 2009 Rural Health Care Program Spending214

Exhibit 11-A: Programme for International Student Assessment (PISA) Rankings Show the United States Trailing Other
Organisation for Economic Co-operation and Development (OECD) Countries..... 225

Exhibit 11-B: Carnegie Mellon Online Learning Initiative 228

Exhibit 11-C: Florida Virtual Schools Students Taking Distance-Learning Courses Get Higher AP Scores 229

Exhibit 11-D: Proposed Copyright Notice Permitting Free Educational Use 230

Exhibit 12-A: California Independent System Operator (ISO) System Load Profiles in
Various Plug-in Hybrid Electric Vehicle (PHEV) Deployment Scenarios..... 250

Exhibit 14-A: The U.S. Citizenship and Immigration Services Dashboard.....291

Exhibit 16-A: Public Safety Broadband Network Architecture.....314

Exhibit 16-B: Public Safety Network and Solutions.....318

Exhibit 16-C: Selection of Proposed Broadband Applications and Services for the Public Safety Broadband Network319

Exhibit 16-D: The Cyber World321

Exhibit 16-E: Call Flow in NG911 323

Exhibit 16-F: NG911 Will Enable the Public to Access 911 Through Text Messaging (SMS) and Other Formats 324

Exhibit 16-G: Physical Architectures of Current and Next-Generation 911..... 324

Exhibit 17-A: Broadband Goals and Performance Dashboard Sample 336

PREFACE

The staff of the Federal Communications Commission (FCC) created the National Broadband Plan. To an extraordinary extent, however, the author of this plan is America itself.

The FCC started the process of creating this plan with a Notice of Inquiry in April 2009. Thirty-six public workshops held at the FCC and streamed online, which drew more than 10,000 in-person or online attendees, provided the framework for the ideas contained within the plan. These ideas were then refined based on replies to 31 public notices, which generated some 23,000 comments totaling about 74,000 pages from more than 700 parties. The FCC also received about 1,100 *ex parte* filings totaling some 13,000 pages and nine public hearings were held throughout the country to further clarify the issues addressed in the plan.

The FCC also engaged in significant collaboration and conversations with other government agencies and Congress, since the scope of the plan included many issues outside of the FCC's traditional expertise. Many people from across government contributed expertise and advice along the way, for which the FCC staff is eternally grateful.

The Internet also provided new ways to involve the public. Through an innovative Web presence at www.broadband.gov, the FCC posted more than 130 blog entries and received nearly 1,500 comments in return. The FCC's Twitter feed now has more than 330,000 followers, making it the third most popular government Twitter feed after the White House and the Centers for Disease Control.

The FCC staff digested this extensive record and worked long hours analyzing and debating the record. Every comment cannot be referenced in the plan, but they were all read, considered and valued.

Public comment on the plan does not end here. The record will guide the path forward through the rulemaking process at the FCC, in Congress and across the Executive Branch, as all consider how best to implement the plan's recommendations. The public will continue to have opportunities to provide further input all along this path.

This is America's plan, written by and for Americans. It's now time to act and invest in our nation's future by bringing the power and promise of broadband to us all.

THE OMNIBUS BROADBAND INITIATIVE (OBI)