



TOWN OF WESTFORD  
PLANNING DEPARTMENT  
TOWN HALL  
55 Main Street  
WESTFORD, MA 01886  
Telephone (978) 692-5524 Fax (978) 399-2732

**WESTFORD PLANNING BOARD  
REQUEST FOR PROPOSALS  
WIRELESS COMMUNICATION FACILITY BYLAW  
UPDATE AND PUBLIC PLANNING PROCESS**

**JUNE 10, 2010**

**1) PROJECT OVERVIEW**

The Town of Westford Planning Board (hereinafter referred to as "the Board") represented by the Westford Director of Land Use Management is seeking to engage a professional Wireless Consultant (hereinafter referred to as "the Consultant"), for the purpose of assisting the Town in updated/revising the Town of Westford's Wireless Communication Facility (WCF) Zoning Bylaw.

Significant policy changes were enacted by the FCC in November 2009 with other changes anticipated to result from the recent National Broadband Plan. The Town understands the importance of providing a local regulatory framework that reflects this changing context while maximizing local opportunities to influence the location and architecture of WCF infrastructure.

**2) PROJECT DESCRIPTION**

This project is a next step in an ongoing process to periodically evaluate and revise the Westford WCF Bylaw to keep current with ongoing changes in the industry, technology and regulatory environment, and to ensure a local regulatory framework that reflects community policy priorities and is clear and enforceable. The Town's work will be led by the Westford Director of Land Use Management (DLUM), who will serve as primary liaison to the Consultant throughout the project. The project is expected to include close collaboration with other Town officials and staff, and a working group of citizen volunteers.

Given the inherent geographic elements of this public policy, the Planning Board will lead an intense public process organized around two public workshops preceded by a period of collaborative background research to inform community dialogue on the technical, aesthetic and legal aspects of this regulatory challenge.

The Consultant shall provide technical support to the Town's efforts on an as-needed basis through project duration. The Town is evaluating the potential to bring forward proposed amendments to the Westford Zoning Bylaw for consideration at a Town Meeting in October 2010, with potential extension of time to Spring 2011 if determined by the Town to be advantageous, and upon mutually agreed business terms with the Consultant.

### 3) **SCOPE OF SERVICES**

1. Participate in one or more meetings with Town staff and/or working group. [*Price Proposal shall include a per-meeting cost for this task*].
2. Provide an opinion on the current policies and recent judicial decisions relative to a municipality's ability to site personal WCF, as well as changes that may result from the FCC National Broadband Plan.
3. Review and summarize network architecture options available to service providers (camouflage, concealment, antenna height, DAS etc) including performing coverage analysis for options. Recommend opportunities for local regulation to incentivize and/or require specific network architecture, and under what circumstances such regulation may be effective.
4. Review and critique existing Westford WCF Bylaw, including identifying inconsistencies or provisions that could/should be revised, clarified or deleted. As facilitated by the DLUM, interview Town staff as needed to identify prior challenges in permitting and/or enforcement resulting from lack of clarity, consistency and/or enforceability.
5. Assist in Town outreach to specific service providers to invite and encourage their participation in this initiative. Seek to identify and document providers' plans and objectives for Westford.
6. Review current wireless coverage for each service provider:<sup>1</sup>
  - a. Review coverage data within and around Westford from previous WCF applications (to be confirmed and supplemented by the consultant's independent research as necessary).
  - b. Review and confirm mapping and analysis already completed by Town of existing WCF in and within bordering communities that are capable of providing personal wireless communication services to those located in Westford. For each location, determine which provider(s) has service, and at what specifications (i.e. tower height, RF frequency etc).
  - c. With the assistance of the Town GIS Department, prepare a separate "existing coverage" map for each service provider to identify potential gaps in service. Review with each service provider to the extent feasible to determine accuracy of map(s).
7. Taking into account identified service gaps or pressure points, determine the most likely build-out scenario for each service provider factoring in the providers' stated needs and plans, expected changes in wireless usage, expected changes in wireless network architecture and provide a description of the built-out facilities.
8. Assist the Town in developing a strategy for achieving the build-out that best fulfills Westford's identified policy goals taking into consideration of co-location, WCF on public land (including MassDOT ROWs) and various network architecture options.
9. Participate in one or more meetings including representatives of one or more service providers. *Price Proposal shall include a per-meeting cost for this task*

---

<sup>1</sup> "Service Providers" to include but are not necessarily limited to: AT&T; Sprint Nextel; T-Mobile; and Verizon.

10. Assist in evaluating potential sites for WCF, including sites for new towers and for potential location on existing structures, taking into account at least:
  - a. Benefit to coverage provided, including number of providers that would benefit from new or enhanced WCF in that location.
  - b. Minimizing visual impact, including consideration of the number of affected properties and residents.
  - c. Evaluation of current and expected future compliance with federal safety standards, and other safety standards as may be applicable.
11. Upon Town identification of sites that may be suitable for WCF, including new towers and located on existing structures, advise the Town regarding the number, location and type of locations that, in the Consultant's opinion, would be necessary in order to provide for expansion of providers' infrastructure in a manner that meets the Town's legal obligations while minimizing the impact on the community.
12. Participate in two televised<sup>2</sup> public workshops, preliminary outlines as follows:
  - a. Workshop 1:
    - i. Presentation of legal context for local regulation of WCF, including summarizing Town's legal obligation to provide for infrastructure deployment; overview of Telecommunications Act of 1996 and policy changes since then, including 2009 "shot clock"; review of case law related to local regulation of WCF, including summary of key rulings.
    - ii. Review of "service sheds" for each service provider, including identification of service gaps.
  - b. Workshop 2:
    - i. Review of locations identified as potential locations for WCF to enable buildout of network infrastructure taking into account community impacts.
    - ii. Visual preference survey. Town will create summary pages for a series of potential WCF locations including locations for both new towers and WCF on existing structures. Attendees will be invited to rate each location and/or network architecture based on a series of defined measures, with allowance for varied rating based on type of network architecture. Ratings will be anonymous [and may incorporate electronic voting technology].
13. Review and critique drafts of Bylaw amendments to be prepared by the Town, including offering recommended Bylaw language as appropriate.
14. Assist the Town in preparing a permitting flowchart that is consistent with both the local bylaw (as amended) and the "shot clock" to guide review of proposed WCF, including clear procedures for extension of timelines as necessary.

*Respondents are invited to suggest modifications to this work scope as they may deem appropriate to best advance the Town's policy objectives.*

*The Town reserves the right to reduce, modify and/or clarify the Scope of Services prior to contract execution upon mutual agreement to business terms with the selected Consultant.*

---

<sup>2</sup> The Town will be responsible for ensuring local video coverage and will manage related logistics.

#### 4) **PROJECT BUDGET**

The DLUM anticipates allocating at least \$10,000 of funding toward this initiative. Final project budget shall be determined prior to contract execution, and may be greater than or less than this amount at the Town's sole discretion. The Town reserves the right to proceed with all, some or none of the tasks included in the Scope of Services, above. However, prior to contract execution the Town will ensure allocation of funds adequate to cover the Consultant's agreed per-task costs for those tasks included in the Contract Scope of Work.

#### 5) **REVIEW PROCESS AND AWARD OF CONTRACT**

The DLUM will review all proposals in consultation with one or more representatives of the Planning Board, and one or more members of a citizen working group. If multiple bids are received, the DLUM review shall include interviews with at least two proposed Consultants.

After review and evaluation of the Consultant based on the Selection Criteria outlined below, the DLUM will select the Consultant deemed most qualified and will proceed with negotiation of a contract for services. In the event that satisfactory agreement to business terms is not achieved with the Consultant deemed most qualified, the DLUM may proceed to negotiate with the next most qualified Consultant.

Upon satisfactory agreement to contract terms with the selected Consultant, including Scope of Work, Budget and Timeline, the DLUM will make a recommendation to the Town Manager for contract award and execution. **It is anticipated that a contract will be awarded and executed no later than Wednesday, June 30, 2010.**

#### 6) **SELECTION CRITERIA**

The DLUM reserves the exclusive right to select or reject the Consultant(s), based on the DLUM's evaluation of the Consultant's abilities to accomplish the project as specified herein. The selection of the Consultant(s) will be based on the following criteria:

- a) The Consultant's understanding of the Town's needs, the objectives and goals to be achieved, the work involved, and the nature and intent of the proposed Public Process.
- b) The quality and depth of the experience and expertise of the individuals who will do the work, and their track record in providing similar successful assistance in other projects of this nature and the success of participatory and educational components of similar projects.
- c) Quality of the Consultant's technical approach with emphasis on capacity to participate in a productive manner in public meetings and workshops, taking into account comments and ideas from members of the public, town officials and staff, and service providers.
- d) Appropriateness of the Consultant's Price Proposal, overall cost and the ability to perform the assigned tasks within a time frame and budget acceptable to the Town.
- e) Appropriateness of the project organization and individual team members. The identity, qualifications and competence of the individuals (including any

sub-Consultants) who would actually do and/or be responsible for conducting the project, and the role of each in its completion. Proposed senior staffing changes shall not be made without advance agreement of the DLUM.

- f) Overall quality and responsiveness of the proposal.
- g) Other relevant criteria (to be applied uniformly to all respondents).

## 7) **AVAILABLE REPORTS**

All relevant public information on file at the Planning Board Office is available for review. This information will be made available upon request to Ross Altobelli, Town Planner, 28 North Main Street, Westford, MA 01886. (978) 692-5524.

The Consultant shall, to the maximum extent feasible utilize existing information, reports, and studies on file with the Town so as not to duplicate work already done. Those reports include but are not limited to the following:

- Zoning Bylaw: Updated through March 27, 2010 Annual Town Meeting
- Westford Comprehensive Master Plan : April 2009
- General Bylaws: Updated through October 1, 2009

Questions on this RFP may be directed to the DLUM via email at [ajennings@westfordma.gov](mailto:ajennings@westfordma.gov)

Questions received by Friday, June 18 at 4 p.m. will be responded to in writing by Monday, June 21 at 4 p.m., with responses sent via email to all Consultants that have requested notice of questions and responses.

## 8) **DELIVERABLES AND SCHEDULE**

A primary deliverable for the Consultant's work will include successful participation in two public workshops. It is anticipated that the work products generated by the Consultant, in addition to their technical knowledge and participation in the workshops, working meetings and public meetings, will include some combination of GIS maps, memoranda, email correspondence, verbal correspondence, and provision of helpful reference materials by the Consultant to the Town.

Non-correspondence work products shall be delivered to the DLUM in hard copy format and in computer format as needed (Microsoft Office and/or Adobe PDF format, as appropriate). All GIS maps shall be provided in hard copy, and in electronic format compatible with the Town of Westford GIS.

A specific project schedule will be determined upon mutual agreement between the DLUM and the Consultant prior to Contract Execution, and subsequent to Contract Execution may be revised by the Town on an as-needed basis upon terms outlined in the Contract.

9) **CONTENT REQUIREMENTS AND ORDER OF PRESENTATION OF PROPOSAL SUBMISSION**

Proposals must respond in writing to all requirements of this RFP in the order of the items listed below. Incomplete proposals may be disqualified. Any additional information that is felt relevant by the Consultant but does not apply to the categories listed may be added after the items listed below. Each proposal shall be limited to eight (8) single-sided or four (4) double-sided pages, exclusive of information relative to a Consultant's qualifications, experience and references.

**STATEMENT OF PROJECT UNDERSTANDING**

Provide a succinct statement of the Consultant's project understanding as may be necessary to supplement information in this RFP.

**PROPOSED SCOPE OF SERVICES**

Describe in narrative or bullet-point form the Consultant's approach and technical plan for accomplishing the work listed in Section 3.

**QUALIFICATIONS**

Provide names and complete curriculum vitae for all professional members of the Consultant's and sub-Consultant's (if any) team. Each member's educational background shall be provided. Special skills should be summarized, including recent seminars and relevant courses. Identify the person(s) who will be the Project Manager with ultimate responsibility for the work.

**EXPERIENCE**

Provide documentation of the Consultant's experience and past performance on comparable work for government entities. This section should cover, as a minimum, the substantive nature of comparable engagements, the experience of members of the team in working successfully in matters of similar complexity and the record of the members of the Consultant's team for timely performance. Consultants are requested to give sufficient information of their experience to permit the Town to understand and verify the exact nature of contribution to other projects and entities.

**REFERENCES**

Provide the names, titles and telephone numbers of at least three (3) persons who can substantiate the Consultant's summary of qualifications and experience relevant to this project. Indicate the role of the persons listed relative to the professional work of the Consultant.

**PRICE PROPOSAL**

The Consultant shall submit an estimated cost summary **in a separate, sealed envelope** in the format prescribed by the form attached entitled "Price Proposal to the Town of Westford: Wireless Communication Facility Bylaw Update and Public Planning Process."

Work will be invoiced on a time and materials basis, with each invoice including a summary of hours worked and task(s) advanced per day during the billing period.

**10) PROPOSAL SUBMISSION AND DUE DATE**

Proposals shall be submitted to in person, via U.S. Mail (or similar) or via email at the Consultant's option, to:

Angus Jennings AICP  
Director of Land Use Management  
Highway Garage  
28 North Street  
Westford, MA 01886  
[ajennings@westfordma.gov](mailto:ajennings@westfordma.gov)

In the event of a proposal submitted via email, the Consultant shall upon request provide a signed original hard copy prior to Contract Execution.

**PRICE PROPOSAL**

All Proposals, whatever method of delivery, shall be accompanied by a Price Proposal which shall be provided **in a separate sealed envelope** marked:

"Price Proposal  
Westford Wireless Communication Bylaw Project

ATTN: Director of Land Use Management"

All Proposal and Price Proposals must be received no later than Wednesday, June 23, 2010 at 12:00 noon. Late submissions will be considered non-responsive.

The Non-Pricing Information will be opened and available for examination at 12:00 noon on **Wednesday, June 23, 2010**. The Pricing Information will be opened by the DLUM, after the rating process has been completed.

**TOWN'S REPRESENTATIVE**

The Town's coordinator for this contract will be Angus Jennings AICP, Director of Land Use Management, Town Hall, 28 North Street, Westford, MA 01886; telephone: (978) 692-5524. Mr. Jennings will serve as primary liaison to the Consultant throughout the project, will be responsible for coordinating actions and for responding to all questions.

**11) OWNERSHIP OF INFORMATION PROVIDED**

All information provided by the Town and all material developed for this project shall be returned or delivered to the Town before final payment and will not be used by the Consultant for other purposes or released to others without permission of the Town.

**12) REQUIRED FORMAT FOR PRICE PROPOSAL**

Price Proposals shall include costs on a per-task basis in a format that is consistent with the attached form.

**PRICE PROPOSAL TO THE TOWN OF WESTFORD**

**WIRELESS COMMUNICATION FACILITY BYLAW UPDATE  
AND PUBLIC PLANNING PROCESS**

Interested Consultants shall provide bids for their estimated services on a per-task basis consistent with the table below. Each cost estimate per task shall be inclusive of all associated expenses, if any.

Date:

Name of Consultant:

Federal Tax ID:

Primary Contact Name:

Address:

Telephone:

Fax:

Email:

**Consultant Price Proposal: Westford Planning Board Wireless Communications Facility Regulation Reform**

Scope of Work		Estimated Staffing	Proposed Costs		TOTAL
Task	Description	Hours per Task	Labor	Materials	
1	Working group meeting *		\$		
2	Policy context/trends		\$		
3	Design options		\$		
4	Bylaw critique		\$		
5	Outreach to service providers		\$		
6	Current wireless coverage mapping		\$		
7	Build-out projections		\$		
8	Strategic advice		\$		
9	Meeting with service provider(s) *		\$		
10	Evaluate potential WCF sites		\$		
11	Estimate buildout scenario		\$		
12a	Public workshop 1		\$		
12b	Public workshop 2		\$		
13	Review Draft bylaw amendments		\$		
14	"Shot Clock" flow chart		\$		
			<b>TOTAL PROPOSED PRICE:</b>		<b>\$</b>

*Proposed Consultant shall include any assumptions or caveats in an accompanying narrative, as needed.*