Request for Proposals (RFP): Advancing Affordable Connectivity through Public Wi-Fi

To: Spectrum Consultancy Firms
From: Dynamic Spectrum Alliance
RFP Issuance Date: December 3, 2025

Proposal Submission Deadline: January 9, 2026

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Background and Strategic Importance of Public Wi-Fi

The Dynamic Spectrum Alliance (DSA) is a global, cross-industry, not-for-profit organization advocating for regulatory and economic practices that enable more efficient spectrum utilization, foster wireless innovation, and expand affordable connectivity for all. Its membership spans multinational corporations, SMEs, academia, research institutions, and civil society, all working to advance dynamic spectrum access approaches and disseminate global best practices.

The DSA promotes a technology-neutral philosophy, recognizing that dynamic spectrum access can be applied across licensed, license-exempt, and lightly licensed regimes. By enabling the effective co-existence of incumbents and new entrants, shared spectrum technologies open opportunities for more efficient and equitable wireless broadband access.

Public Wi-Fi is a cornerstone for affordable connectivity. At scale, it empowers education, healthcare, commerce, and government services, while supporting smart city strategies. In underserved areas, public Wi-Fi combined with diverse backhaul solutions offers a cost-effective path to universal broadband access.

However, the success of such networks depends not only on technology but also on governance, financing, and local context. Critical factors include the availability of sufficient license-exempt spectrum, availability and access to backhaul infrastructure, regulatory frameworks, relationships with broadband operators, sustained commitment that typically spans multiple administrations, and the digital literacy of the population. Long-term sustainability further requires thoughtful operational models and positive user experience to ensure trust, adoption, and relevance.

Recognizing these complexities, the DSA invites proposals to build a robust knowledge base of representative public Wi-Fi deployments. Your participation will help shape evidence-based strategies that governments and stakeholders can adopt to accelerate inclusive connectivity worldwide.

This RFP is divided into two parts.

- **Part I (mandatory):** Survey public Wi-Fi deployments in Brazil, Indonesia, Kenya, Nigeria and South Africa ("focus countries"); analyze their financing models; conduct a detailed case study on one project (either large-scale or purpose-driven) in each country; and synthesize cross-cutting lessons and commonalities. Bidders are required to submit a single consolidated price for delivery of all Part I outputs.

- **Part II (optional):** Extend the comparative analysis of Part I to case studies beyond the DAP countries, expanding the knowledge base for broader applicability.

Through this initiative, the DSA seeks to equip policymakers, regulators, and development partners with evidence-based insights regarding the financing, operation, and sustainability of inclusive large-scale and purpose-driven public Wi-Fi networks that complement national broadband goals and support equitable digital inclusion worldwide.

Statement of Work to be Performed

The statement of work is grouped into 10 different deliverables. Proposals can address only partial outcomes and activities; they do not need to cover all countries in one submission. Applicants must clearly identify in their submission which outcomes and countries their response addresses, indicating the level of effort required, individual price and constraints among their deliverables.

Deliverable #1: Comprehensive Survey of Public Wi-Fi Deployments (2015–Present)

A structured mapping and description of public Wi-Fi deployments in Brazil, Indonesia, Kenya, Nigeria and South Africa since 2015. This deliverable should include:

a. Scale and scope of deployments (citywide, regional, or purpose-driven networks such as education, healthcare, or tourism).
b. Technical architecture and spectrum use (network architecture including backhaul, network equipment, Wi-Fi standards employed, spectrum bands used, available bandwidth, etc.).
c. Governance arrangements (municipal-led, public-private partnerships, community-led models, etc.).
d. Documented outcomes, including adoption rates, service quality, user experience, and socio-economic impacts (where available). This survey will provide a foundational knowledge base of representative deployments across diverse contexts.

Deliverable #2: Analysis of Financing and Sustainability Models

A detailed description and comparative analysis of the models and mechanisms used to finance and sustain large-scale and purpose-driven public Wi-Fi networks in the five focus countries. This should cover:

a. Sources of funding (public budgets, donor support, private investment, or blended models).
b. Cost structures (CAPEX and OPEX considerations).
c. Sustainability mechanisms (advertising/sponsorship, analytics-driven revenue, public-private partnerships (PPPs), subscription models, or integration with broader municipal services).
d. Key challenges encountered (budget cuts, reliance on donor funding, governance fragmentation, resistance from mobile network operators, etc.) and
e. Lessons learned for long-term viability.

This deliverable will enable interested parties to better understand the context for why certain approaches for financing public Wi-Fi succeeded, while others did not.

Deliverable #3: Case Study of a Large-Scale or Purpose-Driven Local Public Wi-Fi Network in Brazil

(Selected from the deployments identified in Deliverable #1)

The case study will provide a comprehensive, evidence-based analysis of one representative public Wi-Fi project in Brazil. At a minimum, the study must include:

a. **Project Overview** – Define the public network's purpose, scope, scale, and duration, and explain how it fits into the broader digital strategy of the sponsoring government (municipal, state, or national).

b. **Technical and Operational Description**: Document the network architecture and components, including:
- Access and backhaul equipment.
- Network performance requirements and benchmarks.
- End-user device compatibility and requirements.
- User interface and access experience.

c. **Governance and Management:** Describe the institutional and organizational arrangements for day-to-day operations, including roles of government, private partners, and civil society.

d. **Financing and Sustainability:** Assess the project's financial model, including:
- Sources of initial funding.
- Any supplemental funding required for scaling.
- Long-term sustainability model (publicly funded, PPP, donor-supported, ad-based, etc.).

e. **Contextual and Contributing Factors**: Examine the enabling environment, including:
- Legal or regulatory changes required to enable deployment of the network (if applicable).
- Access to physical infrastructure for deployment and backhaul (and if applicable, how challenges such as power reliability were addressed).
- Relationship with local mobile network operators.
- Amount of license-exempt spectrum available for the public Wi-Fi project.
- Efforts to prepare the public and promote digital literacy alongside deployment (if applicable).
- Measures taken to address privacy and security concerns.

f. **Current Status and Impact:** Provide an up-to-date assessment of the network, including:
- Actual versus planned scale.
- Typical versus planned performance.
- Public acceptance, adoption, and usage levels.
- Documented social and economic impacts.
- Any impacts of COVID-19 on deployment or uptake.

g. **Future Plans:** Outline the next steps or evolution of the project (e.g., scaling, integration into smart city strategies, funding renewal).

h. **Key Learnings:** Summarize the main lessons from the deployment, highlighting both success factors and challenges that could inform other jurisdictions.

Deliverable #4: Case Study of a Large-Scale or Purpose-Driven Local Public Wi-Fi Network in Indonesia

(Selected from the deployments identified in Deliverable #1)
The case study will provide a comprehensive, evidence-based analysis of one representative public Wi-Fi project in Indonesia. At a minimum, the study must include:

a. **Project Overview** – Define the public network's purpose, scope, scale, and duration, and explain how it fits into the broader digital strategy of the sponsoring government (municipal, state, or national).

b. **Technical and Operational Description**: Document the network architecture and components, including:
- Access and backhaul equipment.
- Network performance requirements and benchmarks.
- End-user device compatibility and requirements.
- User interface and access experience.

c. **Governance and Management:** Describe the institutional and organizational arrangements for day-to-day operations, including roles of government, private partners, and civil society.

d. **Financing and Sustainability:** Assess the project's financial model, including:
- Sources of initial funding.
- Any supplemental funding required for scaling.
- Long-term sustainability model (publicly funded, PPP, donor-supported, ad-based, etc.).

e. **Contextual and Contributing Factors**: Examine the enabling environment, including:
- Legal or regulatory changes required to enable deployment of the network (if applicable).
- Access to physical infrastructure for deployment and backhaul (and if applicable, how challenges such as power reliability were addressed).
- Relationship with local mobile network operators.
- Amount of license-exempt spectrum available for the public Wi-Fi project.
- Efforts to prepare the public and promote digital literacy alongside deployment (if applicable).
- Measures taken to address privacy and security concerns.

f. **Current Status and Impact:** Provide an up-to-date assessment of the network, including:
- Actual versus planned scale.
- Typical versus planned performance.
- Public acceptance, adoption, and usage levels.
- Documented social and economic impacts.
- Any impacts of COVID-19 on deployment or uptake.

g. **Future Plans:** Outline the next steps or evolution of the project (e.g., scaling, integration into smart city strategies, funding renewal).

h. **Key Learnings:** Summarize the main lessons from the deployment, highlighting both success factors and challenges that could inform other jurisdictions.

Deliverable #5: Case Study of a Large-Scale or Purpose-Driven Local Public Wi-Fi Network in Kenya

(Selected from the deployments identified in Deliverable #1)
The case study will provide a comprehensive, evidence-based analysis of one representative public Wi-Fi project in Kenya. At a minimum, the study must include:

a. **Project Overview** – Define the public network's purpose, scope, scale, and duration, and explain how it fits into the broader digital strategy of the sponsoring government (municipal, state, or national).

b. **Technical and Operational Description**: Document the network architecture and components, including:
- Access and backhaul equipment.
- Network performance requirements and benchmarks.
- End-user device compatibility and requirements.
- User interface and access experience.

c. **Governance and Management:** Describe the institutional and organizational arrangements for day-to-day operations, including roles of government, private partners, and civil society.

d. **Financing and Sustainability:** Assess the project's financial model, including:
- Sources of initial funding.
- Any supplemental funding required for scaling.
- Long-term sustainability model (publicly funded, PPP, donor-supported, ad-based, etc.).

e. **Contextual and Contributing Factors**: Examine the enabling environment, including:
- Legal or regulatory changes required to enable deployment of the network (if applicable).
- Access to physical infrastructure for deployment and backhaul (and if applicable, how challenges such as power reliability were addressed).
- Relationship with local mobile network operators.
- Amount of license-exempt spectrum available for the public Wi-Fi project.
- Efforts to prepare the public and promote digital literacy alongside deployment (if applicable).
- Measures taken to address privacy and security concerns.

f. **Current Status and Impact:** Provide an up-to-date assessment of the network, including:
- Actual versus planned scale.
- Typical versus planned performance.

- Public acceptance, adoption, and usage levels.
- Documented social and economic impacts.
- Any impacts of COVID-19 on deployment or uptake.

g. **Future Plans:** Outline the next steps or evolution of the project (e.g., scaling, integration into smart city strategies, funding renewal).

h. **Key Learnings:** Summarize the main lessons from the deployment, highlighting both success factors and challenges that could inform other jurisdictions.

Deliverable #6: Case Study of a Large-Scale or Purpose-Driven Local Public Wi-Fi Network in Nigeria

(Selected from the deployments identified in Deliverable #1)
The case study will provide a comprehensive, evidence-based analysis of one representative public Wi-Fi project in Nigeria. At a minimum, the study must include:

a. **Project Overview** – Define the public network's purpose, scope, scale, and duration, and explain how it fits into the broader digital strategy of the sponsoring government (municipal, state, or national).

b. **Technical and Operational Description**: Document the network architecture and components, including:
- Access and backhaul equipment.
- Network performance requirements and benchmarks.
- End-user device compatibility and requirements.
- User interface and access experience.

c. **Governance and Management:** Describe the institutional and organizational arrangements for day-to-day operations, including roles of government, private partners, and civil society.

d. **Financing and Sustainability:** Assess the project's financial model, including:
- Sources of initial funding.
- Any supplemental funding required for scaling.
- Long-term sustainability model (publicly funded, PPP, donor-supported, ad-based, etc.).

e. **Contextual and Contributing Factors**: Examine the enabling environment, including:
- Legal or regulatory changes required to enable deployment of the network (if applicable).
- Access to physical infrastructure for deployment and backhaul (and if applicable, how challenges such as power reliability were addressed).
- Relationship with local mobile network operators.
- Amount of license-exempt spectrum available for the public Wi-Fi project.
- Efforts to prepare the public and promote digital literacy alongside deployment (if applicable).
- Measures taken to address privacy and security concerns.

f. **Current Status and Impact:** Provide an up-to-date assessment of the network, including:
- Actual versus planned scale.
- Typical versus planned performance.
- Public acceptance, adoption, and usage levels.
- Documented social and economic impacts.
- Any impacts of COVID-19 on deployment or uptake.

g. **Future Plans:** Outline the next steps or evolution of the project (e.g., scaling, integration into smart city strategies, funding renewal).

h. **Key Learnings:** Summarize the main lessons from the deployment, highlighting both success factors and challenges that could inform other jurisdictions.

Deliverable #7: Case Study of a Large-Scale or Purpose-Driven Local Public Wi-Fi Network in South Africa

(Selected from the deployments identified in Deliverable #1)
The case study will provide a comprehensive, evidence-based analysis of one representative public Wi-Fi project in Nigeria. At a minimum, the study must include:

a. **Project Overview** – Define the public network's purpose, scope, scale, and duration, and explain how it fits into the broader digital strategy of the sponsoring government (municipal, state, or national).

b. **Technical and Operational Description**: Document the network architecture and components, including:
- Access and backhaul equipment.
- Network performance requirements and benchmarks.
- End-user device compatibility and requirements.
- User interface and access experience.

c. **Governance and Management:** Describe the institutional and organizational arrangements for day-to-day operations, including roles of government, private partners, and civil society.

d. **Financing and Sustainability:** Assess the project's financial model, including:
- Sources of initial funding.
- Any supplemental funding required for scaling.
- Long-term sustainability model (publicly funded, PPP, donor-supported, ad-based, etc.).

e. **Contextual and Contributing Factors**: Examine the enabling environment, including:
- Legal or regulatory changes required to enable deployment of the network (if applicable).
- Access to physical infrastructure for deployment and backhaul (and if applicable, how challenges such as power reliability were addressed).

- Relationship with local mobile network operators.
- Amount of license-exempt spectrum available for the public Wi-Fi project.
- Efforts to prepare the public and promote digital literacy alongside deployment (if applicable).
- Measures taken to address privacy and security concerns.

f. **Current Status and Impact:** Provide an up-to-date assessment of the network, including:
- Actual versus planned scale.
- Typical versus planned performance.
- Public acceptance, adoption, and usage levels.
- Documented social and economic impacts.
- Any impacts of COVID-19 on deployment or uptake.

g. **Future Plans:** Outline the next steps or evolution of the project (e.g., scaling, integration into smart city strategies, funding renewal).

h. **Key Learnings:** Summarize the main lessons from the deployment, highlighting both success factors and challenges that could inform other jurisdictions.

Deliverable #8: Comparative Analysis of Public Wi-Fi Case Studies

The consultant will prepare a cross-country comparative analysis synthesizing the findings from the five case studies (Brazil, Indonesia, Kenya, Nigeria and South Africa). This analysis should:

- **Identify Common Success Factors**: Highlight recurring elements that contributed to effective deployment and sustainability (e.g., governance models, financing approaches, regulatory enablers, public engagement).
- **Assess Key Differences**: Compare how varying contexts (market maturity, policy frameworks, spectrum availability, digital literacy, urban vs. rural environments) influenced project design, implementation, and outcomes.
- **Evaluate Business and Funding Models**: Contrast the effectiveness of publicly funded, private-led, and PPP models across different geographies, including scalability and resilience during external shocks (e.g., COVID-19).
- **Draw Regional and Global Insights**: Extract broader patterns that could inform policy and practice in other Commonwealth countries and beyond.
- **Provide Actionable Recommendations**: Deliver a concise set of evidence-based insights to guide policymakers, regulators, and development partners on how to replicate successes, avoid pitfalls, and adapt models to local conditions.

Deliverable #9: Global and Regional Case Studies (Optional – price separately)

The consultant may be tasked with preparing additional case studies of landmark public Wi-Fi initiatives outside the five DAP focus countries. These case studies should follow the same analytical framework as

Deliverables #3–#7 and provide detailed insights into project design, governance, financing, performance, and outcomes. Potential examples include:

- **LinkNYC (New York City, USA)**: large-scale municipal Wi-Fi kiosks with ad-based funding.
- **CDMX Internet para Tod@s (Mexico City, Mexico)**: citywide inclusive access initiative.
- **BharatNet (India)**: national rural broadband backbone supporting public Wi-Fi.
- **WiFi4EU (European Union) and WiFi4WB (Western Balkans)**: regional subsidy-driven municipal Wi-Fi programs.
- **Pipol Konek (Philippines)**: government-led nationwide free Wi-Fi initiative.
- **Seoul City Wi-Fi (South Korea)**: metropolitan Wi-Fi deployment within a highly advanced broadband ecosystem.

These case studies will broaden the evidence base and provide lessons from advanced and emerging markets alike, highlighting transferable practices and innovative funding or governance models.

Deliverable #10: Comparative Analysis Update (Part II)

Based on the optional global/regional case studies conducted under Deliverable #9, the consultant will update and expand the comparative analysis from Deliverable #8. This updated synthesis should:

- Integrate findings from the additional case studies with those from the five DAP countries.
- Highlight new or unique lessons from global/regional initiatives and assess their applicability to the DAP context.
- Refine the set of actionable recommendations to ensure they reflect both local realities and international best practices.

The updated analysis will serve as an enriched evidence base for policymakers, regulators, and development partners, enabling them to benchmark against global leaders and design more resilient, inclusive, and sustainable public Wi-Fi strategies**.**

High-level Milestones

DSA will award one or more contracts to cover all deliverables detailed in this RFP. DSA expects to achieve the following high-level milestones according to the table enclosed below. The dates are estimates from the DSA team, and the firm commitment from proponents will be part of the contract negotiations. Please note that deliverables may run in parallel among all countries.

Project milestones	Estimate completion
Publish RFP	December 3 2025
Applicants build responses	December 3, 2025, to January 9 2026
DSA Assess responses and selects consultants	January 10, 2026, to January 22 2026
Project kick-off	February 1 2026
Workshops and research	March 2026 to June 2026
First draft report	June 30 2026
Final report	July 31 2026
DSA Acceptance	August 31 2026

Proposal Content: Please provide clear, concise responses that demonstrate your expertise and commitment to advancing affordable connectivity through Wi-Fi.

Please provide a concise response to each of the following items using whatever format you prefer. Follow the order of the sections to the extent possible. Refer to the item number in the response.

1. Contact Basics

1a.   Firm name and address
1b.   Telephone number, fax number, email address and website URL
1c.   Name, title and telephone number of primary contact person
1d.   Ownership structure
1e.   Year firm established
1f.   Names, qualifications, experience, and CPA numbers of key personnel, partners and associates, including those who would be serving the DSA
1g.   Errors and omissions insurance coverage and limits

2. Experience and Perspective

2a.   Brief history of firm
2b.   Relevant experience with similar topics
2c.   Indicate which services, and the qualifications of the individuals or firms to whom the work would be contracted

3. Pricing and Schedule on quoted items

3a.   Pricing should be presented on a deliverable basis. All potential external costs associated with the project should be included.
3b.   Level of effort and estimated deliverable date per outcome/country should be presented separately.
3c.   Identified any valued-add activities as part of this submission indicating any supplemental cost associated.

Evaluation of Proposals: Submissions will be assessed on experience, technical capabilities, and innovative approaches that strengthen Wi-Fi as a driver of affordable connectivity.

All proposals will be evaluated upon these criteria:
• Experience and capabilities

- Qualifications of key personnel
- Management plan
- Proposed pricing per item.

Submission Process

Proposals must be submitted in electronic form. A complete response to this RFP will include answers to all questions listed in **Proposal Content.** Bids must be received by the DSA no later than **5 PM Eastern Daylight Time (EDT) on Friday, January 9, 2026,** to the Submission Contact listed below.

Questions for clarification may also be submitted to the Submission Contact and will be responded to promptly. The DSA may desire to interview candidates before making a final selection. The DSA expects to make an initial selection no later than Thursday, January 22, 2026.

Standard Terms and Conditions

This RFP is not an offer to contract. Information received in response to this RFP will be held in strict confidence and not disclosed to any party other than representatives of the DSA. Any and all costs associated with responding to this RFP are the responsibility of the responder and not billable to the DSA.

Pricing Requirement

Prices shall be in US Dollars, quoted separately for each item stipulated.
All prices bid shall include applicable taxes, customs duty, excise tax, freight, insurance, and all other charges of every kind attributable to the work.

Patents and Copyrights

The Company shall, at its expense, defend all claims, actions, or proceedings against DSA based on any allegations that the work or any part of the work constitutes an infringement of any patent, copyright or other proprietary right and shall pay to DSA all costs, damages, charges, and expenses, including its legal fees.
The Company shall pay all royalties and patent license fees required for the work.
If the work or any part thereof is in any action or proceeding held to constitute an infringement, the Company shall forthwith either secure for DSA the right to continue using the work or shall at the Company's expense; replace the infringing items with non-infringing work or modify them so that the work no longer infringes.

Contract Award

DSA reserves the right to award by item, or part thereof, groups of items, or parts thereof, or all items of the bid, and to award contracts to one or more Proponents; to accept or reject any Bids

in whole or in part; to waive irregularities and omissions. DSA also reserves the right to enter into negotiations with the lowest or any compliant Proponents. Should DSA be unable to reach an agreement with such Proponents DSA reserves the right to enter into negotiations with other compliant Proponents, or to cancel the call. If in so doing, the best interests of DSA will be served. No liability shall accrue to DSA for its decision in this regard.

Negotiations:

The selected Proponent(s) will be requested to enter into direct contract negotiations to finalize an agreement(s) with DSA. The draft Agreement attached hereto forms the basis for commencing negotiations between DSA and the selected Proponent(s).

It is DSA's intention to enter into one (1) or more agreements with one (1) or more legal entity(s). DSA may award to one (1) or more legal entity(s) deemed to be in the best interest of DSA. This decision will be made at the sole discretion of DSA.

DSA may enter into negotiations with any Proponent before or after award of contract as these are truly proposals and there may be aspects of elements of the Proposals which are acceptable to DSA and others which are not. This includes requests for additional information during the evaluation process, and not just after the evaluation process and prior to the evaluation of any Proponent.

Negotiations may include requests from DSA for additional information from the Proponent to clarify or supplement information provided in this Proposal or to confirm assumptions or conclusions reached in the evaluation and may include requests for improved pricing or performance terms, or changes in scope from the Proponent(s).

Negotiations may include negotiations with multiple proponents regarding concrete deliverables or resources or any other matter DSA deems necessary to achieve its goals.

Joint or Consortium Proposals:

The submission of joint or consortium Proposals is acceptable. One (1) entity is to be identified as the Prime Proponent and a Key Contact Person shall be identified to represent the consortium to DSA. The Key Contact Person will be the primary contact and take responsibility for all communications with DSA during the Proposal Call (submission, evaluation, and negotiations). The Prime Proponent will assume full legal liability to DSA under the Agreement, once formed, for the performance of the joint/consortium members' obligations.

Value-Added Components to Proposals

Value-added components to proposals will be accepted. Value added components proposals must be clearly identified.

Value added components to Proposals, because they are unique to each Proposal, may be considered as part of the scoring, but are not required to be considered part of the scoring, and are included at the option of DSA. If the value-added proposal enhances the Proposal in a way that DSA feels, in its sole discretion, it should reflect a scoring Proposal, then DSA has the discretion to include that find for the scoring.

<u>Submission Contact Information</u>

DSA Administrator
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