



U.S. General Services Administration

Executive Order 13821
“Streamlining and Expediting Requests to Locate
Broadband Facilities in Rural America”
Q2 FY 2025 Quarterly Report

Prepared for the Director of the Office of Management and Budget per
the requirements of subsection 2(e) of Executive Order 13821

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I. Executive Summary

The U.S. General Services Administration (GSA) is submitting this quarterly report to the Office of Management and Budget (OMB) per the requirements of Executive Order (E.O.) 13821, “Streamlining and Expediting Requests to Locate Broadband Facilities in Rural America.” Pursuant to subsection 2(e) of E.O. 13821, this report provides an aggregated summary of the revised SF-299 application data submitted to GSA by the Federal property managing agencies (including bureaus) during the second quarter (Q2) of fiscal year (FY) 2025. The aggregated summary of results includes data on the number of revised SF-299 applications received by each Federal property managing agency for wireless facility siting permits, the number of applications approved, the number rejected, the basis for any rejection, and the number of working days each application was pending before being approved or rejected (see table 1 below and section IV of this report for a [more-detailed analysis](#)).

Table 1: Aggregate Summary of Reporting Results

Description	Q3 FY 24	Q4 FY 24	Q1 FY 25	Q2 FY 25
Total Applications Received Per Quarter	86	161	199	235
Approvals				
Aggregate Number of Applications approved	77	86	117	136
Average # days applications pending before approval	210	164	183	230
Applications approved < 270 days	77	83	117	131
Applications approved > 270 days	0	3	0	3
Applications authorized	76	89	87	88
Rejections				
Applications rejected	0	2	2	4
Average # days applications pending before rejection	N/A	200	163	212
Applications withdrawn	3	13	7	3
Pending				
Applications pending at the end of the reporting period	644	704	777	869
Average number of days pending	252	243	252	262
Note: The “N/A” denotes that the average number of days applications are pending before rejection cannot be calculated when agencies do not reject any applications during the reporting period.				

II. Background

On January 8, 2018, the President issued E.O. 13821, “Streamlining and Expediting Requests to Locate Broadband Facilities in Rural America,” to accelerate the deployment and adoption of

broadband connectivity in rural America and enable sustainable rural broadband infrastructure projects. The order directs Federal property managing agencies¹ to:

- seek to reduce barriers to capital investment;
- remove obstacles to broadband services;
- use the GSA Common Form Application, as revised, if necessary, to evaluate requests to locate broadband facilities on Federal property; and
- report to GSA on a quarterly basis regarding their use of the Common Form Application.

Section 6409 of the Middle-Class Tax Relief and Job Creation Act of 2012 (Public Law No. 112-96) requires, among other things, that GSA develop a common form and master contract for siting wireless infrastructure on buildings and other property owned by the Federal Government. E.O. 13821 expands on section 6409 in several ways, including the requirement for GSA and Federal property managing agencies to report quarterly on the number of Common Form Applications received, the number approved, the number rejected, the basis for any rejection, and the number of working days each application was pending before being approved or rejected.

III. GSA Reporting Requirements under Executive Order 13821

Subsections 2(d) and (e) of E.O. 13821 require the following:

- (a) Within 180 days of the date of the order, and on a quarterly basis thereafter, all Federal property managing agencies must report to GSA regarding their required use of the Common Form Application, the number of Common Form Applications received, the number approved, the number rejected, the basis for any rejection, and the number of working days each application was pending before being approved or rejected. Each report must include the number of applications received, approved, and rejected within the preceding quarter; and
- (b) Ninety days after the date of the order, and on a quarterly basis thereafter, GSA must prepare and provide to the Director of OMB an aggregated summary report detailing results from the reports submitted under subsection 2(d).

Pursuant to subsection 2(e) of the order, this report summarizes the results of the data submitted to GSA by the Federal property managing agencies under subsection 2(d) and includes an aggregated summary of the number of Common Form Applications received, the number approved, the number rejected, the basis for any rejection, and the number of working days each application was pending before being approved or rejected.

¹ The E.O. defines “Federal property managing agencies” as “agencies that have custody and control of, or responsibility for managing, Federal lands, buildings, and rights of way, federally assisted highways, and tribal lands.”

In collecting and summarizing the Common Form Application data, GSA counted agency use of either the Common Form Application or the SF-299, “Application for Transportation and Utilities Systems and Facilities on Federal Lands.” The SF-299 is required for use by all agencies for easements and rights-of-way; however, in conversations with other land management agencies, GSA discovered that many agencies were also using the SF-299 as their application for antenna installations. GSA discussed this point with the Executive Office of the President in January 2018, where it was agreed that the SF-299, rather than the Common Form Application, should be revised to better meet both agency and industry needs regarding the common form antenna installation application. OMB approved the revised SF-299 on February 14, 2020. As a result, the SF-299, as revised, is now the exclusive form used by non-Federal entities to request approval to install telecommunications equipment on Federal assets and lands.

IV. Data Collection and Reporting Results

To facilitate and streamline the collection of the information required under subsection 2(d) of E.O. 13821, GSA created and distributed a survey, in May 2025, to 43 Federal property managing agencies and bureaus. Appendix A lists the survey questions; Appendix B lists all the Federal property managing agencies and bureaus that GSA surveyed, and which agencies responded to the survey; and, for those agencies that responded to the survey, Appendix C identifies those agencies that processed applications for permits during the reporting period and Appendix D summarizes data at the agency level for review.

In accordance with E.O. 13821 and in collaboration with the Streamlining Federal Permitting Workstream (SFP), GSA created the following definitions to more comprehensively classify the various stages of the permit application process:

- **Application Received Date** – The date on which an agency receives a complete (duly filed) application, including any attachments.
- **Date Approved** – The date on which the authorizing agency completes its review of a duly filed application and transmits the authorization to the applicant, otherwise known as the date the authorization was offered to an applicant. For purposes of the survey, an authorization means a permit, lease, grant, or some other contractual agreement.
- **Date Rejected** – The date on which the agency rejects an application (usually an appealable decision).
- **Date Withdrawn** – The date on which an applicant notifies the agency it no longer wishes to pursue an application and withdraws the application.
- **Date Authorized** – The date on which both the agency and the applicant agree to the contractual terms and conditions of an authorization.
- **Application Pending** – An application that has been received by the agency but not yet processed.

GSA has reviewed and aggregated the responses to the survey questions and provided data most recently collected for Q2 of FY 2025. Of the 43 Federal property managing agencies surveyed, 32 responded to the survey and 6 processed applications during the reporting period. [Table 1](#) provides an aggregated summary of the number of applications received, the number of applications approved, the number of applications rejected, the number of working days each application was pending before being approved or rejected, the number of applications authorized, and the number of applications withdrawn.

Chart 1: Aggregate Number of Applications Received

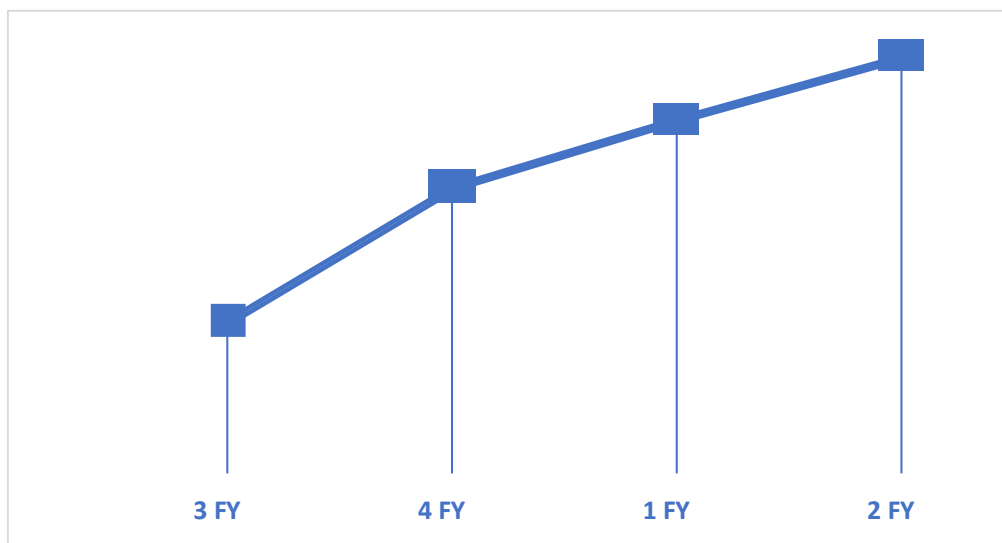


Chart 2: Applications Approved & Avg. # of Days Applications Pending Prior to Approval

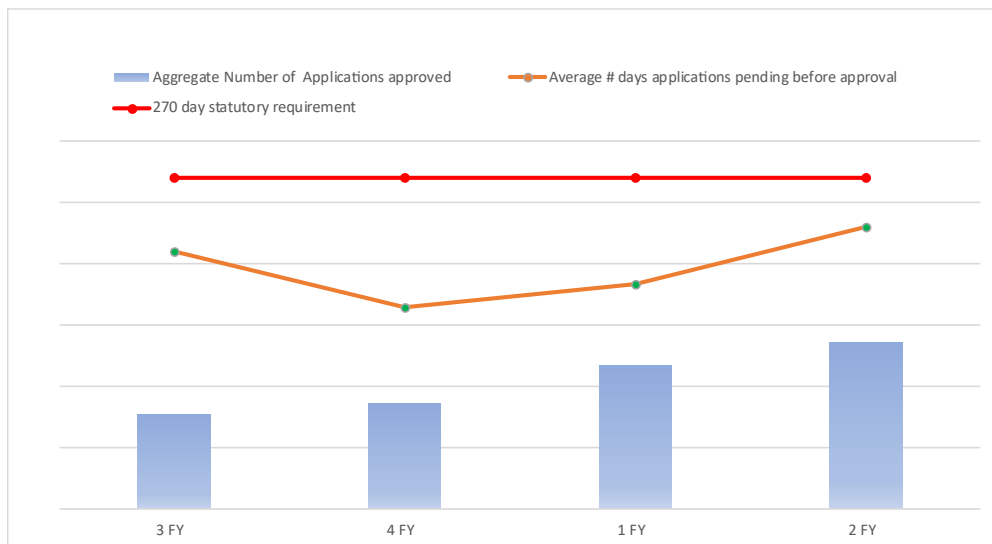


Chart 3: Aggregate Number of Applications Authorized

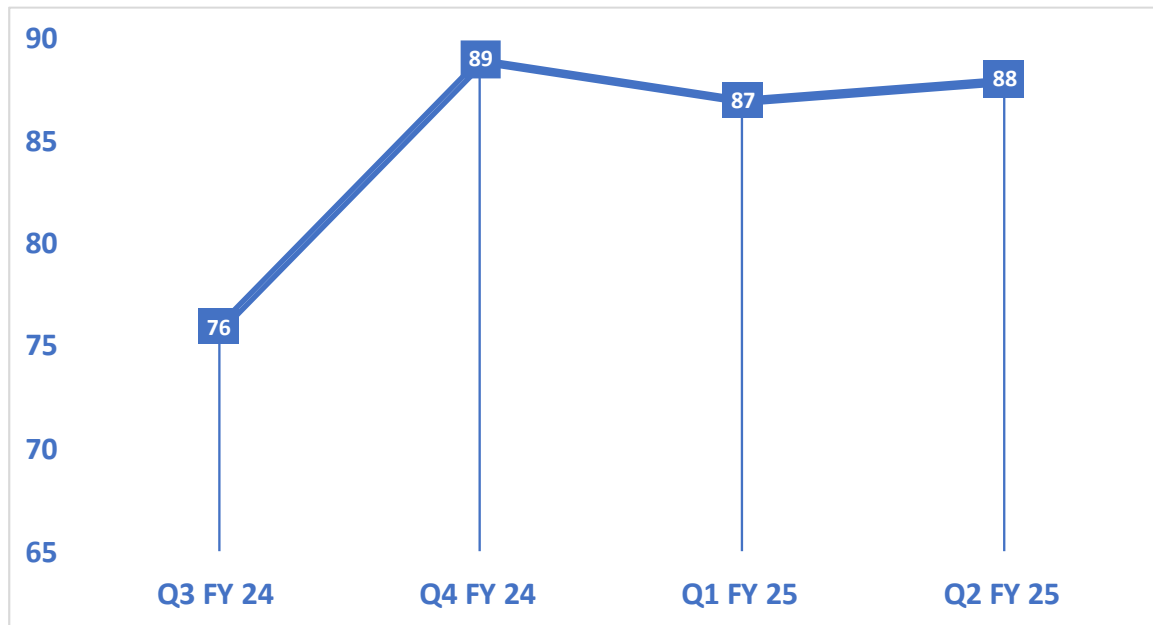
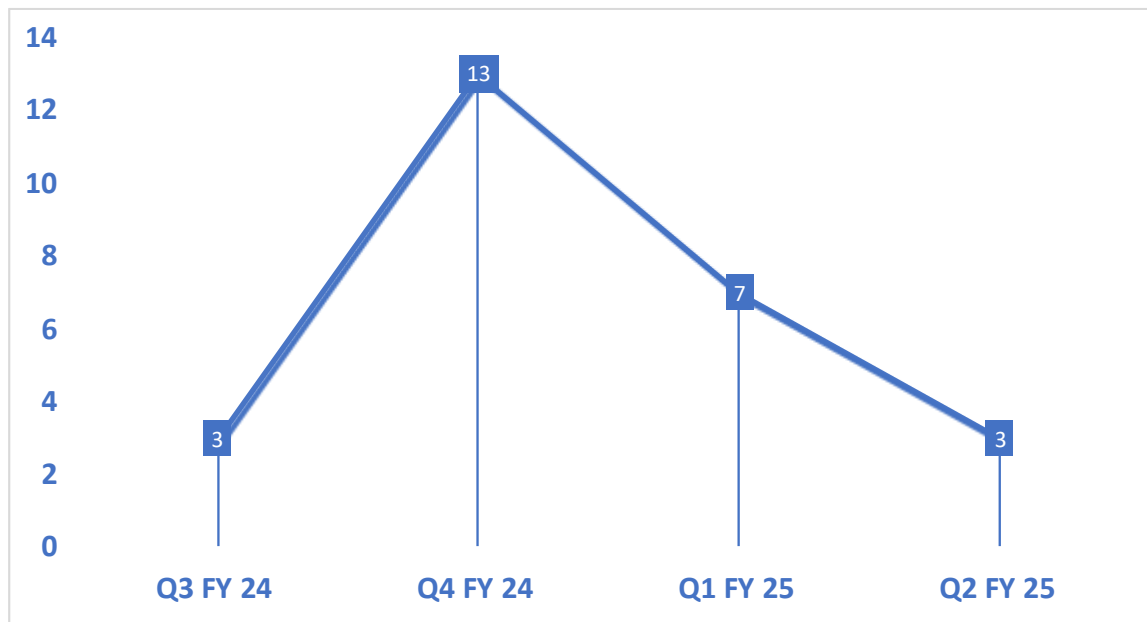


Chart 4: Aggregate Number of Applications Withdrawn



The number of applications approved, pending, and rejected during Q2 of FY 2025 is greater than the total number of applications received by agencies during this reporting period. This is attributable to a continuous backlog in processing pending applications. OMB, GSA, and the Streamlining Federal Permitting Workstream continue to encourage agencies to be more proactive in the processing of applications. Changes in the data resulting from the targeted outreach to agencies, as well as other factors, are outlined below.

Applications Received: The number of applications received by Federal property managing agencies increased from 199 in the first quarter (Q1) of FY 2025 to 235 in Q2 of FY 2025 (see [Chart 1](#) and [Table 1](#), above). Agencies did not cite a specific reason for the increase but noted that demand remains strong for applications for broadband permits. [Chart D-1](#) in [Appendix D](#) provides a breakdown of the number of applications received by agency.

Applications Approved & Authorized: In Q2 of FY 2025, the number of approved applications rose to 136 from 117 in Q1, while authorized applications saw a slight increase from 87 to 88 (refer to [Table 1](#), [Chart 2](#), and [Chart 3](#)). Although agencies were hesitant to pinpoint a single cause for these increases, a staff member from the Bureau of Land Management (BLM) — consistently, the most prolific in approving broadband permits — highlighted that BLM manages 245 million acres, more than any other agency, and that many of these lands present significant business opportunities for broadband providers to expand infrastructure in rural areas lacking internet connectivity. For a detailed breakdown of approved applications by agency, see [Chart D-2](#) in [Appendix D](#).

Applications Withdrawn or Rejected: The number of applications withdrawn decreased from 7 in Q1 of FY 2025 to 3 in Q2 of FY 2025 (see [Table 1](#) and [Chart 4](#), above). Importantly, unlike rejected applications, withdrawn applications are typically initiated by the wireless provider/applicant and not the agency and can occur for a multitude of reasons. In Q2 of FY 2025, reasons for withdrawn applications included applicants deciding not to proceed with a permit due to increased cost projections and applicants deciding a site was no longer needed. For a breakdown of the number of applications withdrawn for each agency, see [Chart D-3](#) in [Appendix D](#). Out of the four applications rejected (during Q2 FY 25), three were rejected by the BLM and one by the U. S. Department of Agriculture's (USDA) US Forest Service. The average processing time for these rejections was 212 days, which falls within the 270-day threshold stipulated by the Mobile Now Act (2018) for application approval or rejection. The rejections were primarily due to the applicants' failure to respond to multiple requests to complete the necessary application steps.

Applications Pending: The number of applications pending increased from 777 at the end of Q1 of FY 2025 to 869 in Q2 of FY 2025 (see [Table 1](#), above). This increase in the number of applications pending cannot be attributed to any single factor; however, agencies noted that some field offices are experiencing high turnover and reorganization to better align with the current Administration's priorities. These factors may impact their ability to consistently process larger

quantities of broadband siting applications. The number of applications pending at the end of the current reporting period (Q2 of FY 2025) was calculated by adding the number of applications pending from the previous quarter (Q1 of FY 2025) (i.e., 777) to the number of applications received during Q2 of FY 2025 (i.e., 235). From this total, GSA staff then subtracted the number approved (i.e., 136), the number withdrawn (i.e., 3) and the number rejected (i.e., 4) in Q2 of FY 2025. The applications remaining at the end of the quarter had an average pending time of 262 days. This figure is most likely the result of inconsistent approaches to counting what constitutes a newly received application and when the timeline starts. Agencies have noted that some field offices count receipt of a new application from the moment any part of the application is received (i.e., an incomplete application), while others wait until a fully completed application is received to start the clock. GSA is aware of this issue and has been working with agencies to adopt a more consistent approach to logging and counting new and pending applications.

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APPENDIX A: Survey Questions

1. Does your agency have custody and control of, or responsibility for managing: federal lands, buildings, and rights of way; federally assisted highways; or tribal lands? If yes, please answer question 2.

2. Did your agency process any applications during the preceding quarter?

For the purposes of this survey, "applications" refer to the revised SF-299 or similar application.

If an agency answers “yes” to both questions 1 and 2, they must enter detailed-level data in a spreadsheet for each application received.

3. For each permit received or processed, enter the respective information in the columns below. Please enter information on all permits submitted in previous quarters.

The spreadsheet data fields include the following:

- Agency/Bureau
- Permit Application ID
- Submittal date
- Status
 - Approved
 - Rejected
 - Pending
 - Withdrawn
 - Authorized
- If approved, date approved; if rejected, date rejected; if withdrawn, date withdrawn; if authorized, date authorized.
- Reason for rejection
 - Inaccurate information
 - Incomplete application
 - Other

APPENDIX B: Federal Property Managing Agencies Surveyed

Appendix B lists all the Federal property managing agencies and bureaus that GSA surveyed, and which agencies responded to the survey.

No.	Agency/Bureau	Survey Response Received
1	Agency for Global Media	Yes
2	Barry Goldwater Scholarship and Excellence in Education Foundation	Yes
3	Bureau of Indian Affairs	No
4	Chemical Safety and Hazard Investigation Board	No
5	Commodity Futures Trading Commission	No
6	Department of Agriculture, U.S. Forest Service	Yes
7	Department of Commerce	Yes
8	Department of Energy	Yes
9	Department of Defense	No
10	Department of Homeland Security	Yes
11	Department of Labor	Yes
12	Department of State	No
13	Department of the Air Force	Yes
14	Department of the Army	No
15	Department of the Interior, Bureau of Land Management	Yes
16	Department of the Interior, Bureau of Reclamation	Yes
17	Department of the Interior, National Park Service	Yes
18	Department of the Navy	No
19	Department of the Treasury	No
20	Department of Transportation	Yes
21	Department of Veterans Affairs	Yes
22	Environmental Protection Agency	No
23	Export-Import Bank	Yes
24	Farm Credit System Insurance Corporation	Yes
25	Federal Communications Commission	Yes
26	Federal Housing Finance Agency	Yes
27	Federal Retirement Thrift Investment Board	Yes
28	General Services Administration	Yes
29	John F. Kennedy Center for the Performing Arts	Yes
30	Merit Systems Protection Board	Yes
31	Millennium Challenge Corporation	Yes

No.	Agency/Bureau	Survey Response Received
32	Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation	Yes
33	National Aeronautics and Space Administration	Yes
34	National Archives and Records Administration	Yes
35	National Credit Union Administration	No
36	Overseas Private Investment Corporation	Yes
37	Peace Corps	Yes
38	Pretrial Services Agency for the District of Columbia	Yes
39	Securities and Exchange Commission	Yes
40	Smithsonian Institution	Yes
41	Tennessee Valley Authority	No
42	The Presidio Trust	No
43	United States Holocaust Memorial Museum	Yes

APPENDIX C: Agencies That Processed Permit Applications

Of those agencies that responded yes in Appendix B, Appendix C identifies those agencies that processed applications for permits during the reporting period.

No.	Agency/Bureau	Processed Permit Applications
1	Agency for Global Media	No
2	Barry Goldwater Scholarship and Excellence in Education	No
3	Chemical Safety and Hazard Investigation Board	No
4	Commodity Futures Trading Commission	No
5	Department of Agriculture, US Forest Service	Yes
6	Department of Commerce	No
7	Department of Energy	Yes
8	Department of the Air Force	Yes
9	Department of Homeland Security	No
10	Department of the Interior, Bureau of Land Management	Yes
11	Department of the Interior, Bureau of Reclamation	Yes
12	Department of the Interior, National Park Service	Yes
13	Department of Labor	No
14	Department of the Navy	No
15	Department of Transportation	No
16	Department of Veterans Affairs	No
17	Export-Import Bank	No
18	Farm Credit System Insurance Corporation	No
19	Federal Communications Commission	No
20	Federal Housing Finance Agency	No
21	Federal Retirement Thrift Investment Board	No
22	General Services Administration	Yes
23	John F. Kennedy Center of the Performing Arts	No
24	Merit Systems Protection Board	No
25	Millennium Challenge Corporation	No
26	Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation	No
27	National Aeronautics and Space Administration	No
28	National Archives and Records Administration	No
29	Peace Corps	No

No.	Agency/Bureau	Processed Permit Applications
30	Pretrial Services Agency for the District of Columbia	No
31	Securities and Exchange Commission	No
32	United States Holocaust Memorial Museum	No

APPENDIX D: Agency Level Data

Appendix D summarizes the application data for the agencies that responded yes in Appendix C ([Back to Summary](#)).

Chart D-1: Number of New Applications Received per Agency

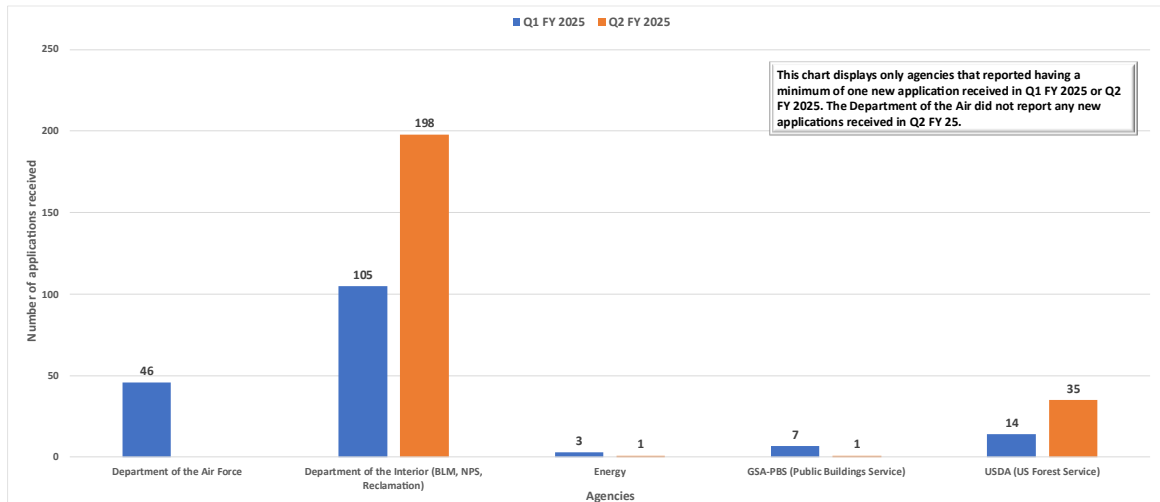


Chart D-1A: Q1 FY 25 Interior # New Applications Received

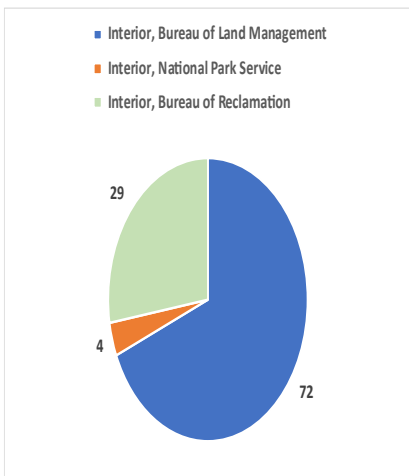


Chart D-1B: Q2 FY 25 Interior # New Applications Received

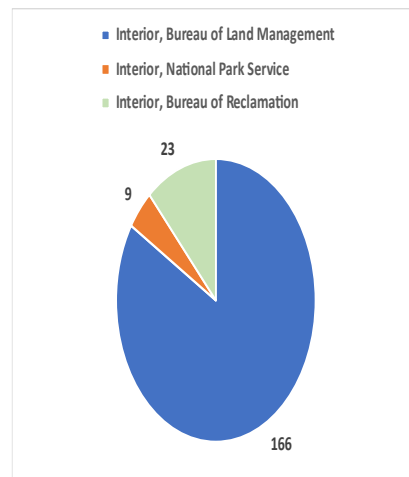


Chart D-2: Applications Approved & Avg # of Days to Approve Pending Applications per Agency

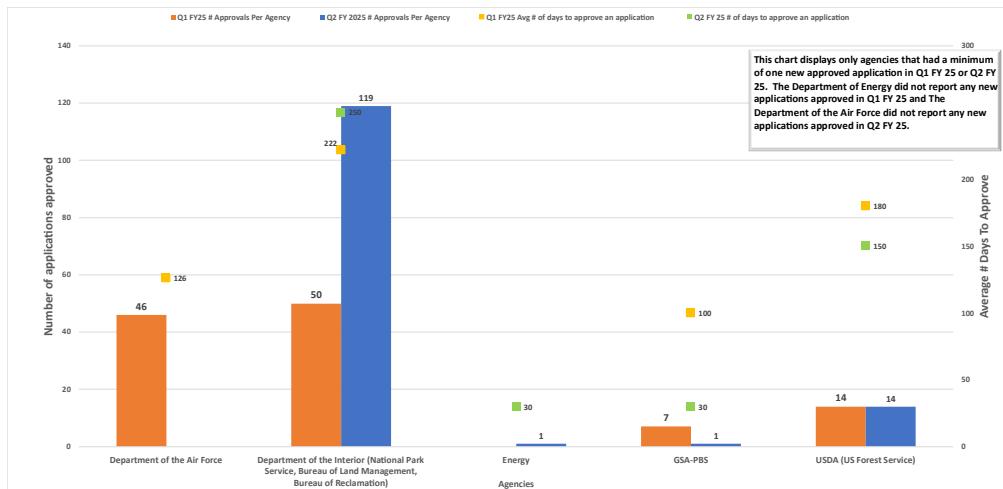


Chart D-2A: Q1 FY 25 Interior # New Applications Approved

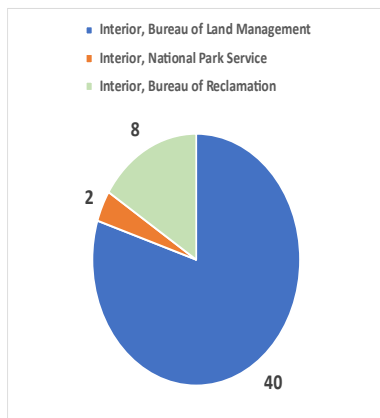


Chart D-2B: Q2 FY 25 Interior # New Applications Approved

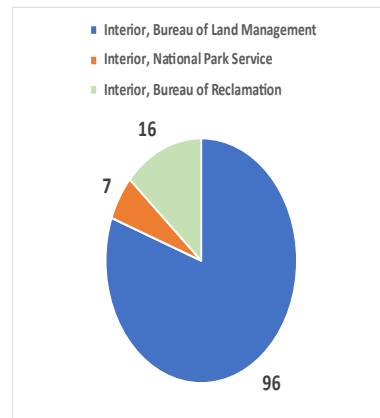


Chart D-2C: Interior Avg. Days to Approve

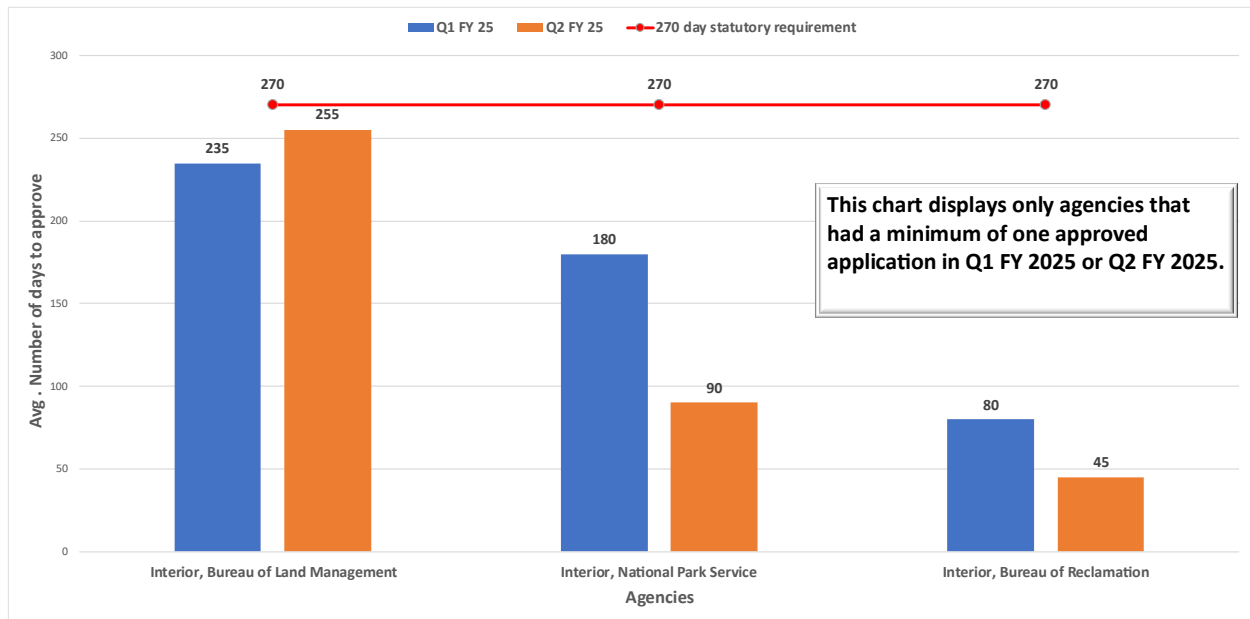


Chart D-3: Number of Withdrawn Applications per Agency

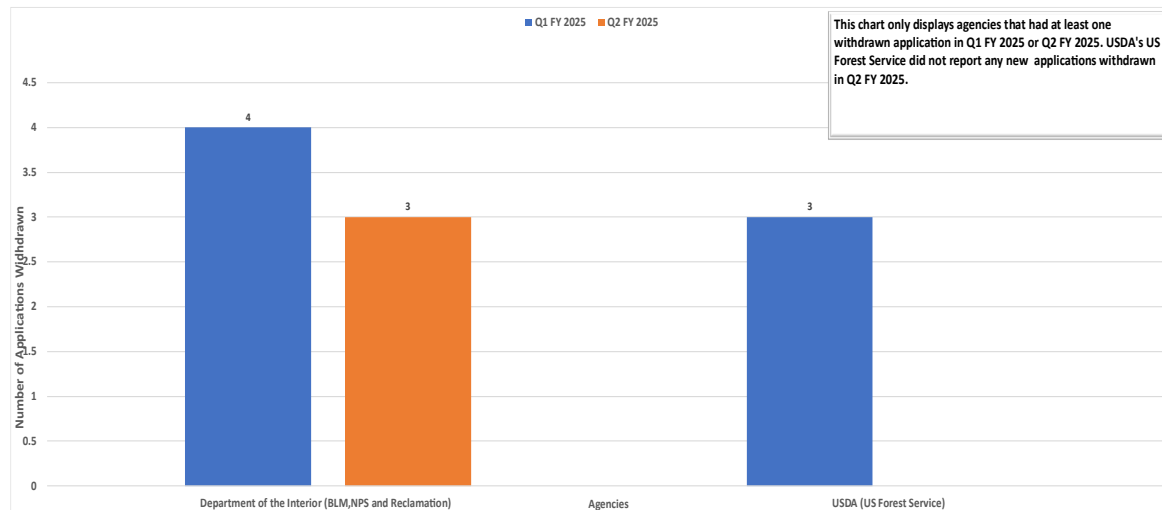
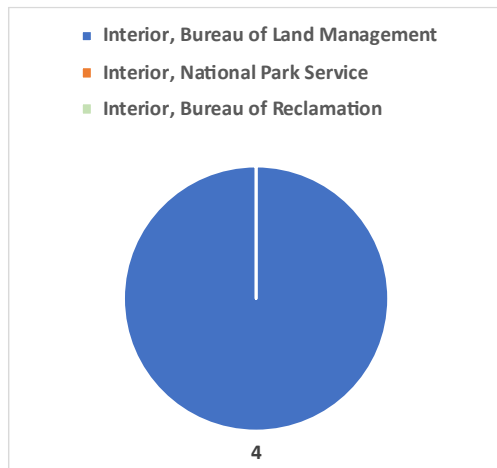
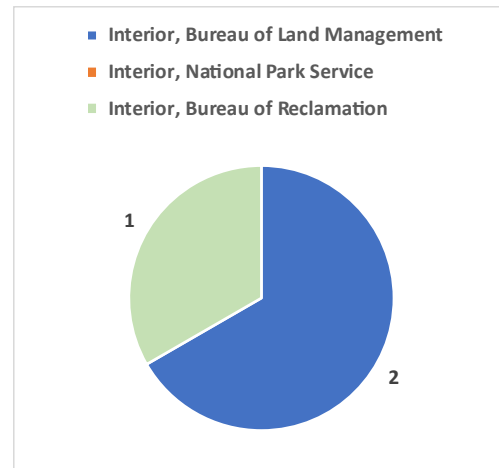


Chart D-3A: Q1 FY 25 Interior # Applications Withdrawn



Note: Bureaus that did not have any applications withdrawn will not show on this pie chart.

Chart D-3B: Q2 FY 25 Interior # Applications Withdrawn



Note: Bureaus that did not have any applications withdrawn will not show on this pie chart.

Chart D-4: Number of Applications Authorized per Agency

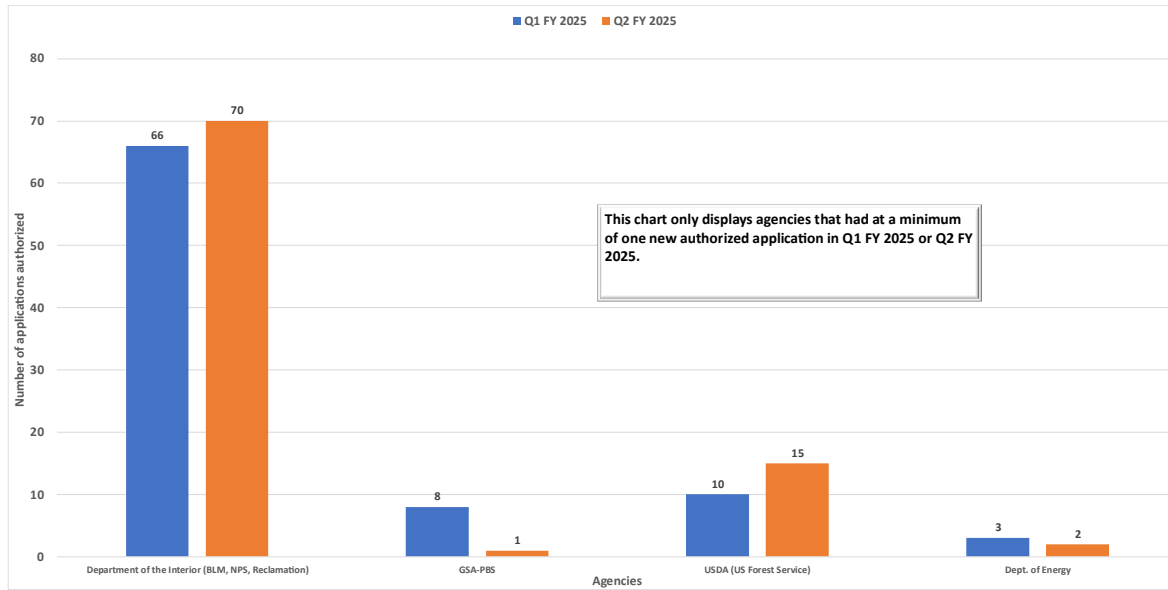


Chart D-4A: Q1 FY 25 Interior # New Authorized Applications

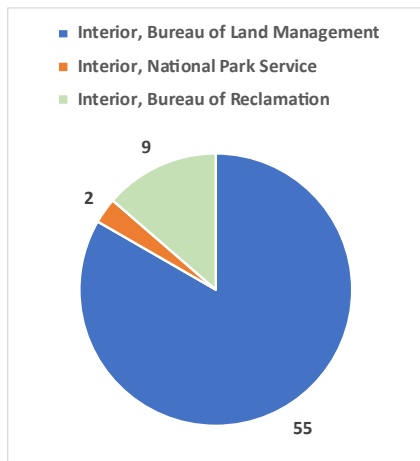


Chart D-4B: Q2 FY 25 Interior # New Applications Authorized

