



U.S. General Services Administration

Executive Order 13821
“Streamlining and Expediting Requests to Locate
Broadband Facilities in Rural America”
Q4 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 fourth quarter (Q4) 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	Q1 FY 25	Q2 FY 25	Q3 FY 25	Q4 FY 25
Total Applications Received Per Quarter	199	235	110	210
Approvals				
Aggregate Number of Applications approved	117	136	149	162
Average # days applications pending before approval	183	230	198	207
Applications approved < 270 days	117	131	149	162
Applications approved > 270 days	0	3	0	0
Applications authorized	87	88	108	146
Rejections				
Applications rejected	2	4	0	1
Average # days applications pending before rejection	163	212	N/A	66
Applications withdrawn	7	3	15	5
Pending				
Applications pending at the end of the reporting period	777	869	815	911
Average number of days pending	252	262	255	243
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 December 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; 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, 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 Q4 of FY 2025. Of the 43 Federal property managing agencies surveyed, 33 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

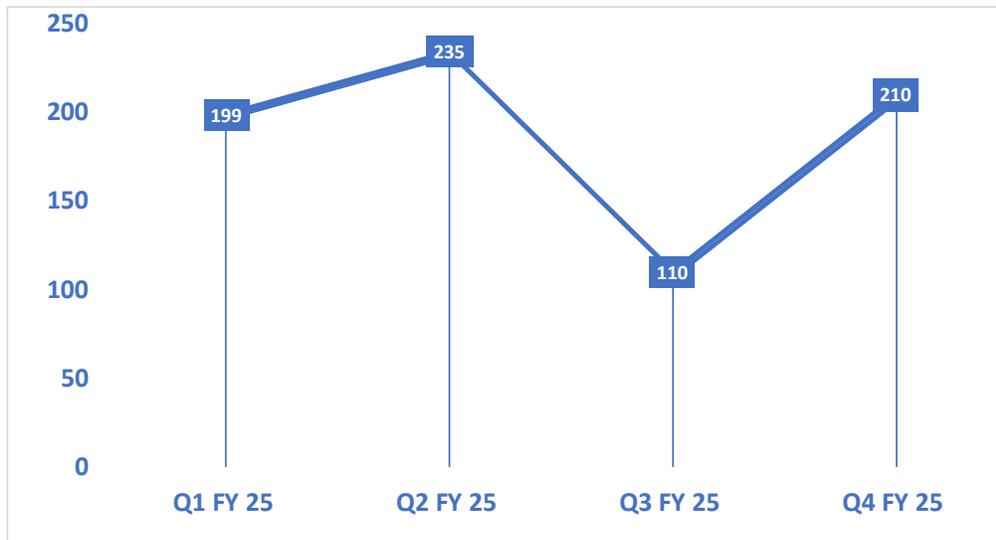


Chart 2: Applications Approved & Avg. # of Days Applications Pending Prior to Approval

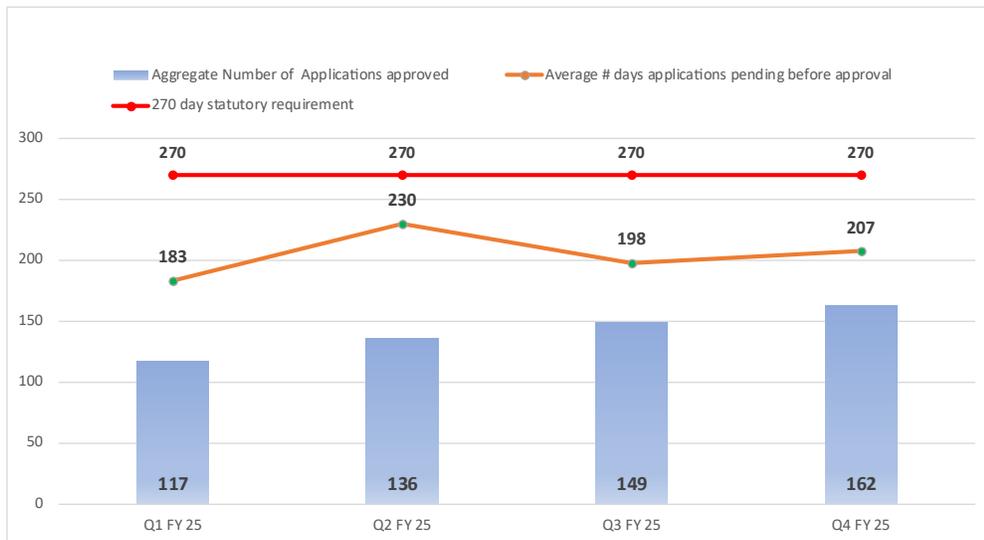


Chart 3: Aggregate Number of Applications Authorized

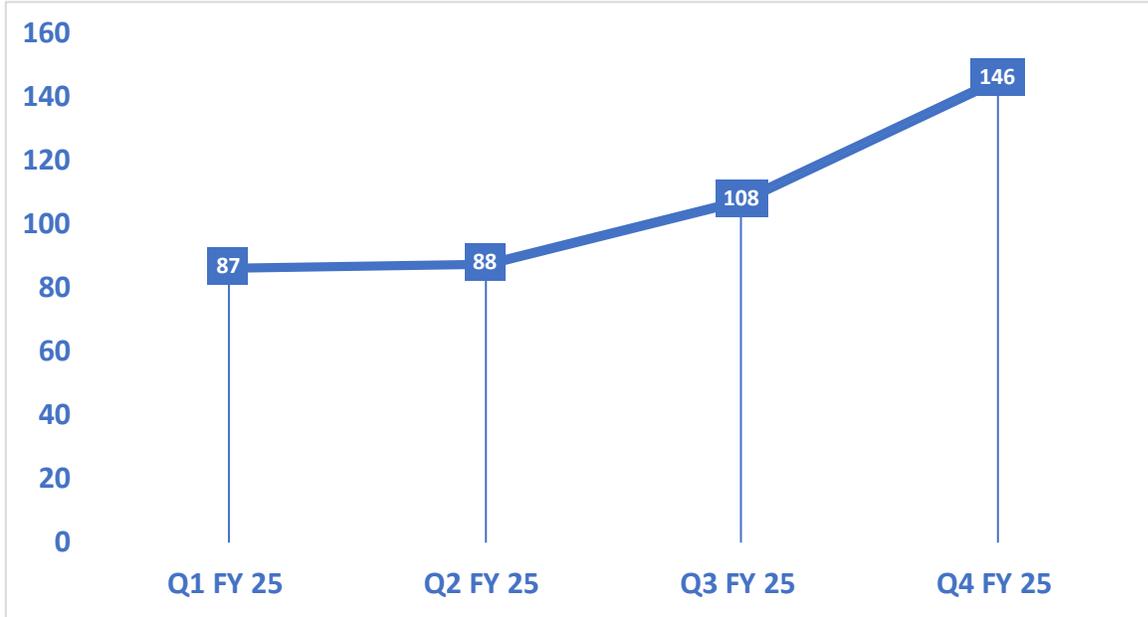
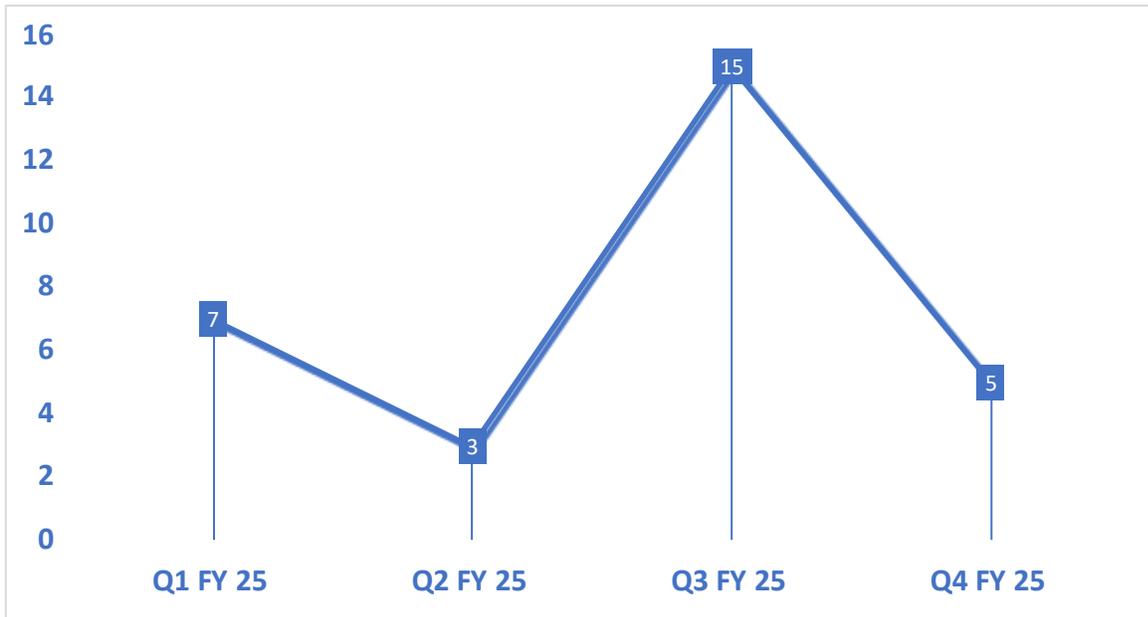


Chart 4: Aggregate Number of Applications Withdrawn



The number of applications approved, pending, and rejected during Q4 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. GSA continues 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 saw a notable increase, rising from 110 in Q3 to 210 in Q4 (as detailed in [Chart 1](#) and [Table 1](#)). While no single cause for this increase was given, agencies consistently report strong demand for broadband siting permits. Agency representatives have informed GSA of frequent field office inquiries and site inspections related to the application process and new telecommunications infrastructure projects. This sustained activity leads agencies to be optimistic about the continued expansion of broadband services in underdeveloped regions across the U.S. A breakdown of applications received by agency is available in [Chart D-1](#) of [Appendix D](#).

Applications Approved and Authorized: The fourth quarter of FY 2025 also showed a positive trend in application processing. Approved applications increased from 149 in Q3 to 162 in Q4, and authorized applications climbed from 108 to 146 (see [Table 1](#), [Chart 2](#), and [Chart 3](#)). Agencies attribute these increases, in part, to the consistent training of field office staff, which enhances the efficiency and timeliness of the broadband siting permit approval process. [Chart D-2](#) in [Appendix D](#) provides a detailed breakdown of approved applications by agency.

Applications Withdrawn or Rejected: The number of withdrawn applications decreased significantly, dropping from 15 in Q3 to 5 in Q4 of FY 2025 (see [Table 1](#) and [Chart 4](#)). Unlike rejections, withdrawals are typically initiated by the wireless provider/applicant for various reasons, such as increased cost projections or a decision that the site is no longer necessary. [Chart D-3](#) in [Appendix D](#) shows the breakdown of withdrawals by agency. Only one application was rejected during Q4, which occurred because the vendor mistakenly submitted two identical applications for the same area crossing, and the duplicative application was rejected to correct the error.

Applications Pending: The number of pending applications increased from 815 at the end of Q3 to 911 at the end of Q4 FY 2025 (see [Table 1](#)). This increase is largely a result of the higher number of applications received during Q4. The Q4 pending total was calculated by adding Q3's pending applications (815) to Q4's received applications (210) and then subtracting the applications that were approved (162), withdrawn (5), and rejected (1) during Q4. The applications pending at the end of Q4 had an average pending time of 243 days. This average is likely influenced by inconsistencies in how agencies define a newly received application and when the processing timeline officially begins. Agencies have noted that some field offices start the clock upon receipt of any part of an application (even incomplete), while others wait for a fully completed application. GSA is aware of this discrepancy and is actively working with agencies to implement a more consistent logging and counting approach for new and pending applications. However, High

turnover rates in field offices necessitate a continuous effort to refresh the institutional knowledge held by agencies.

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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	No
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	Yes
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	No
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

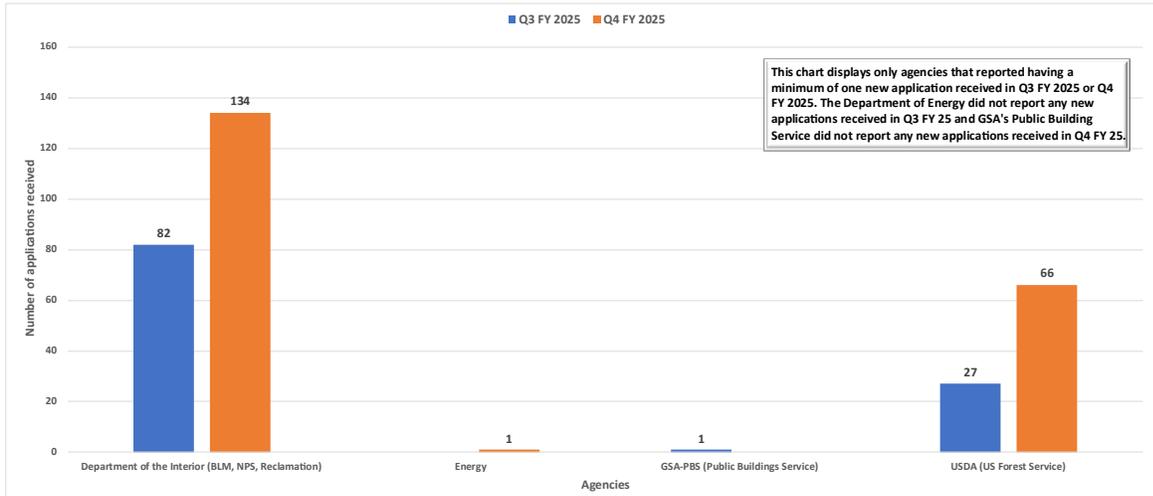


Chart D-1A: Q3 FY 25 Interior # New Applications Received

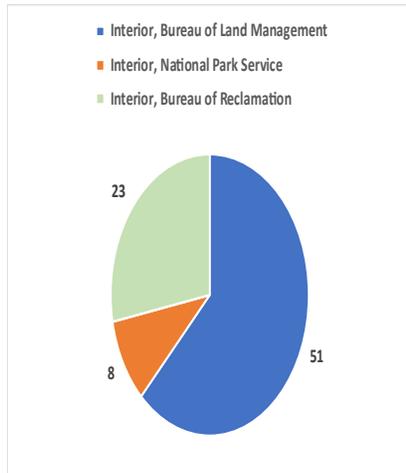


Chart D-1B: Q4 FY 25 Interior # New Applications Received

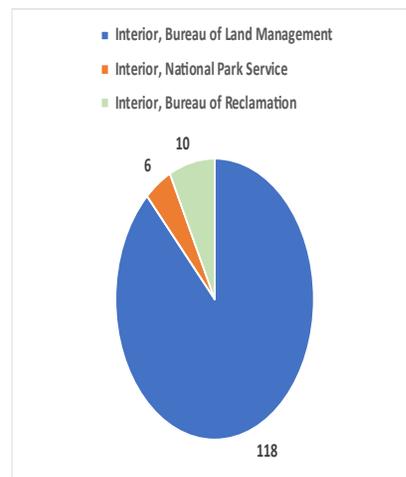


Chart D-2: Applications Approved & Avg # of Days to Approve Pending Applications per Agency

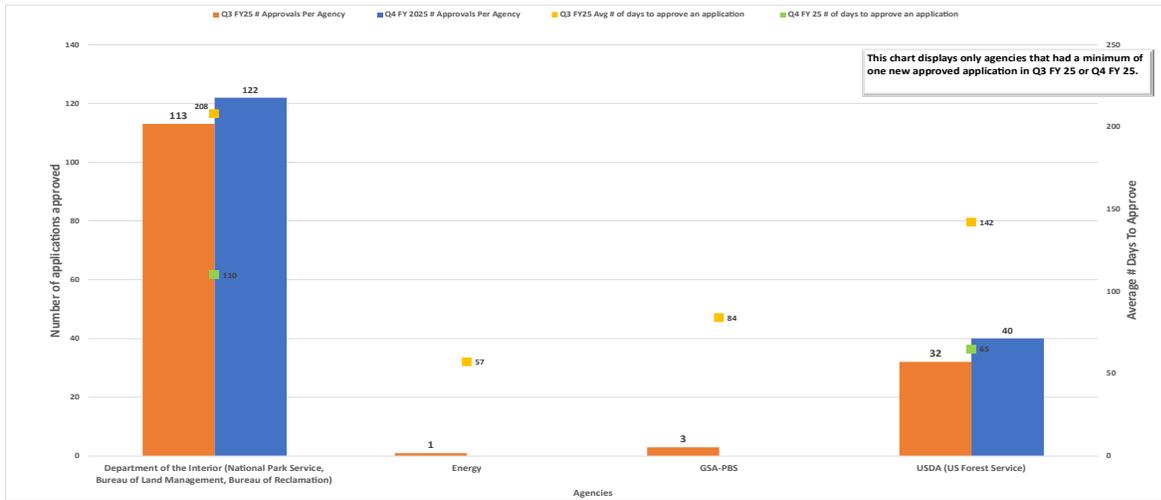


Chart D-2A: Q3 FY 25 Interior # New Applications Approved

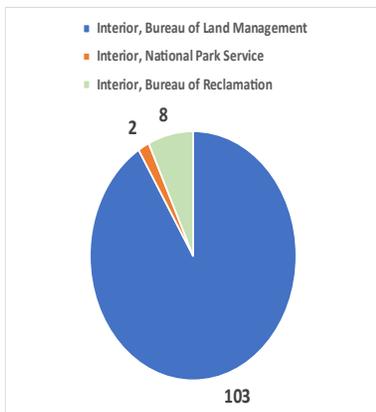


Chart D-2B: Q4 FY 25 Interior # New Applications Approved

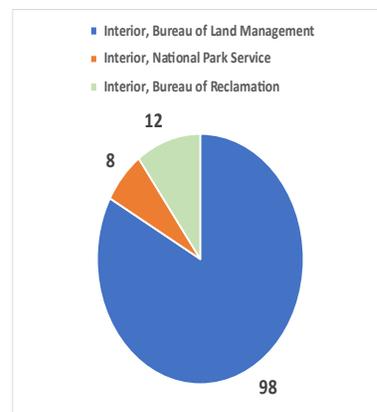


Chart D-2C: Interior Avg. Days to Approve

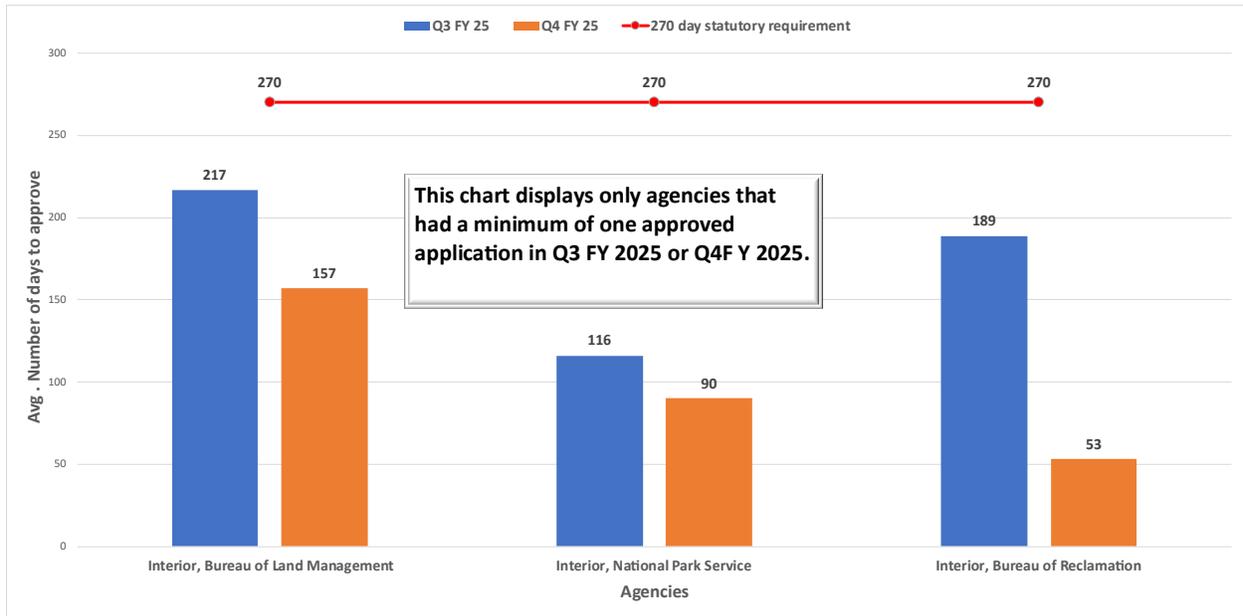


Chart D-3: Number of Withdrawn Applications per Agency

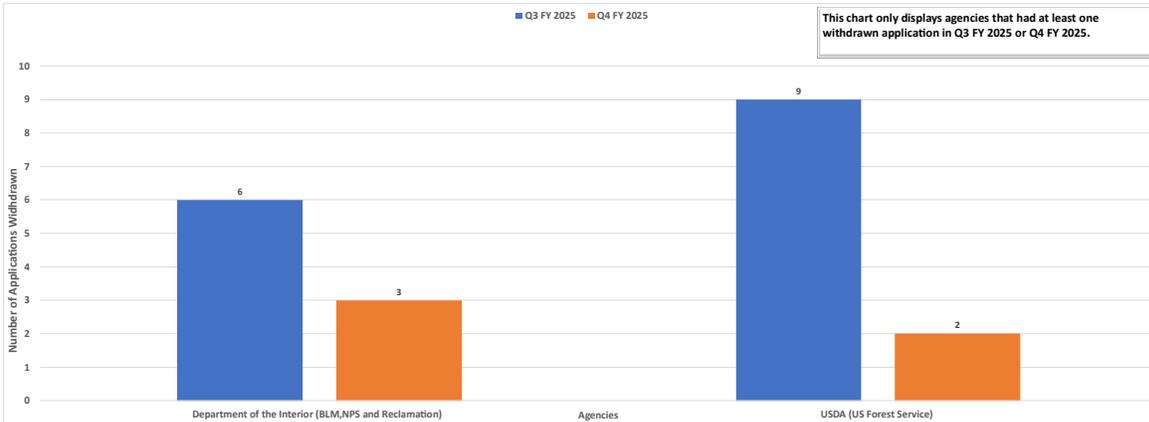
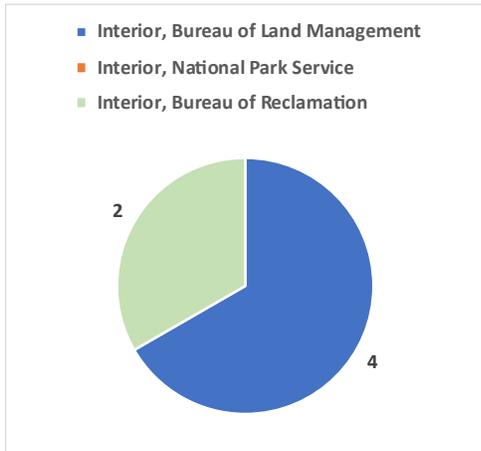
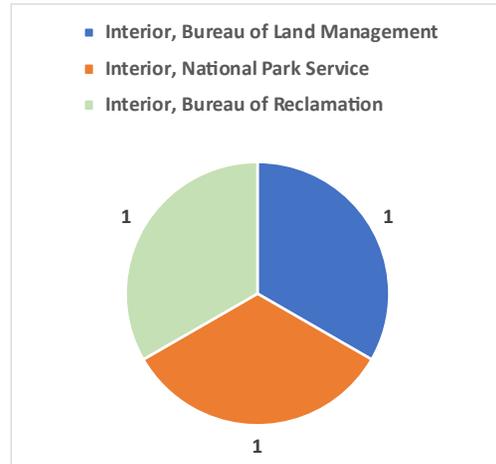


Chart D-3A: Q3 FY 25 Interior # Applications Withdrawn



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

Chart D-3B: Q4 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

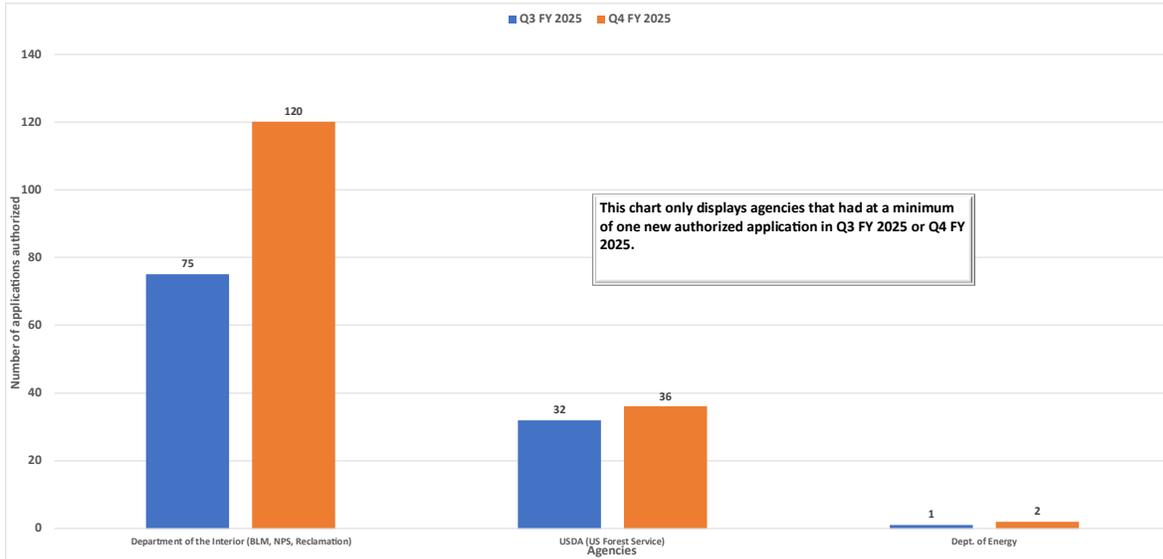


Chart D-4A: Q3 FY 25 Interior # New Authorized Applications

Chart D-4B: Q4 FY 25 Interior # New Applications Authorized

