

U.S. General Services Administration

Executive Order 13821
“Streamlining and Expediting Requests to Locate
Broadband Facilities in Rural America”
Q1 FY 2024 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 during the first quarter (Q1) of fiscal year (FY) 2024. 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 and percentage of applications approved, the number and percentage rejected, the basis for any rejection, and the number of working days each application was pending before being approved or rejected.

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 and percentage approved, the number and percentage 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.”

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 and percentage approved, the number and percentage 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 and percentage approved, the number and percentage rejected, the basis for any rejection, and the number of working days each application was pending before being approved or rejected.

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 at a meeting 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. Accordingly, for this report, GSA collected information from the Federal property managing agencies on the use of the SF-299, as revised.

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 January 2024, 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 staff created the following definitions to classify more comprehensively 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 provides data most recently collected for Q1 of FY 2024. Of the 43 agencies and bureaus surveyed that meet the E.O.'s definition of Federal property managing agencies, 34 responded to the survey and 7 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.

Table 1: Aggregate Summary of Reporting Results

Description	Q2 FY23	Q3 FY 23	Q4 FY 23	Q1 FY 24
Total Applications Received Per Quarter	167	100	81	194
Approvals				
Aggregate Number of Applications approved	87	52	65	86
Average # days applications pending before approval	116	120	71	150
Applications approved < 270 days	87	52	65	81
Applications approved > 270 days	0	0	0	5
Applications authorized	58	46	46	55
Rejections				
Applications rejected	0	2	0	1
Average # days applications pending before rejection	N/A	100	N/A	6
Applications withdrawn	16	6	9	15
Pending				
Applications pending at the end of the reporting period	461	501	508	600
Average number of days pending	298	272	265	252
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.				

Chart 1: Aggregate Number of Applications Received

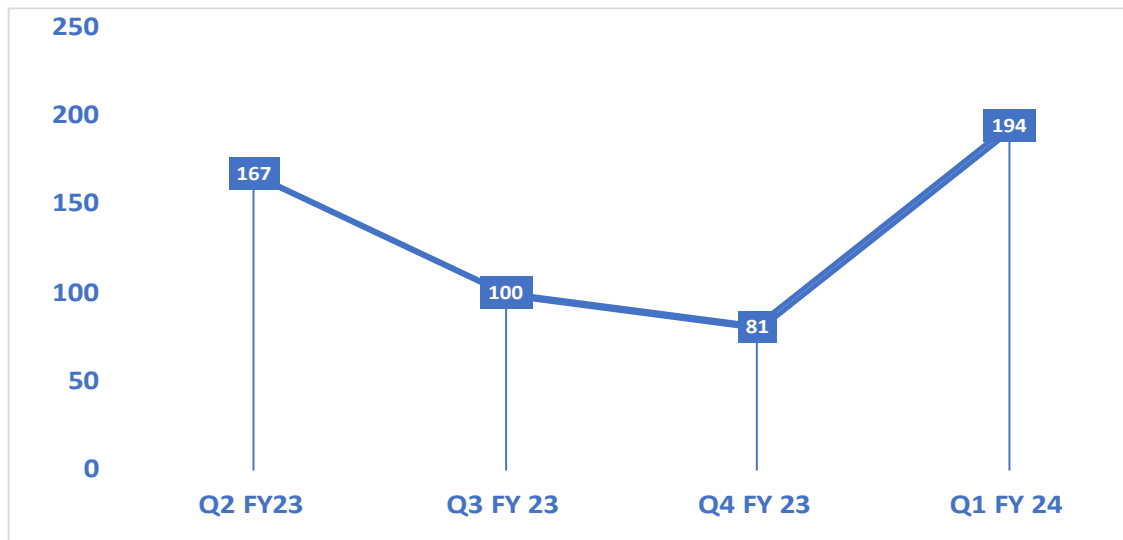


Chart 2: Aggregate # of Applications Approved & Avg. # of Days Applications Pending Prior to Approval

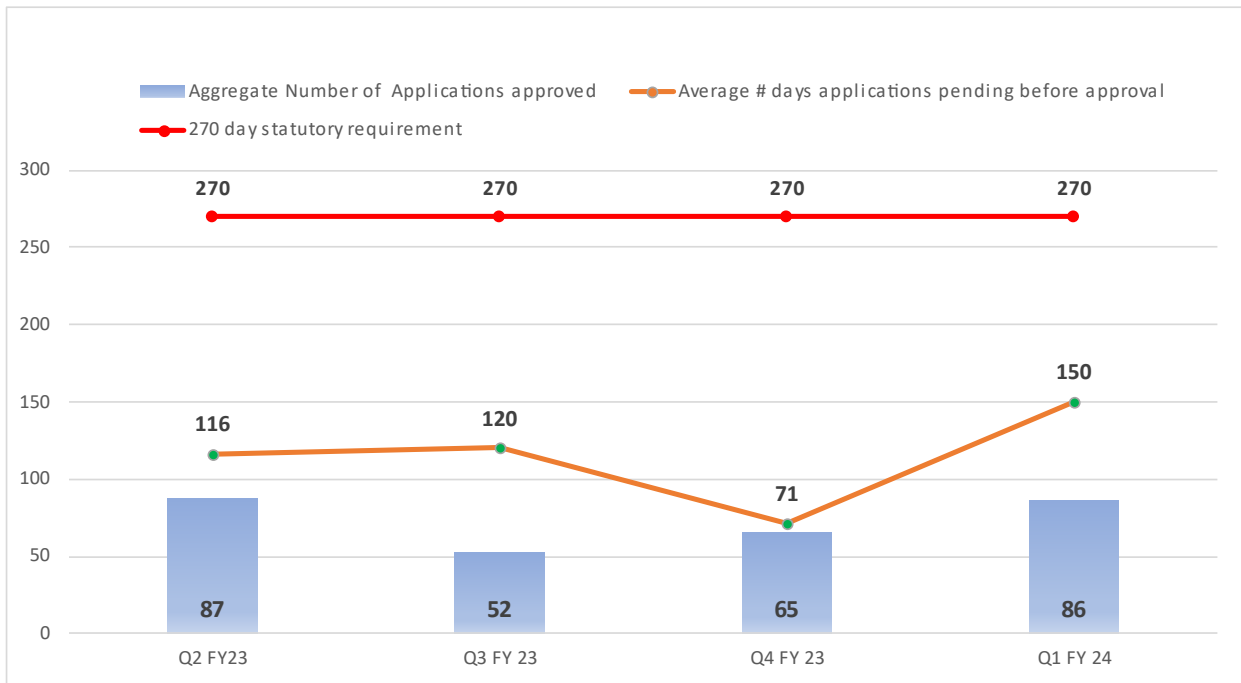


Chart 3: Aggregate Number of Applications Authorized

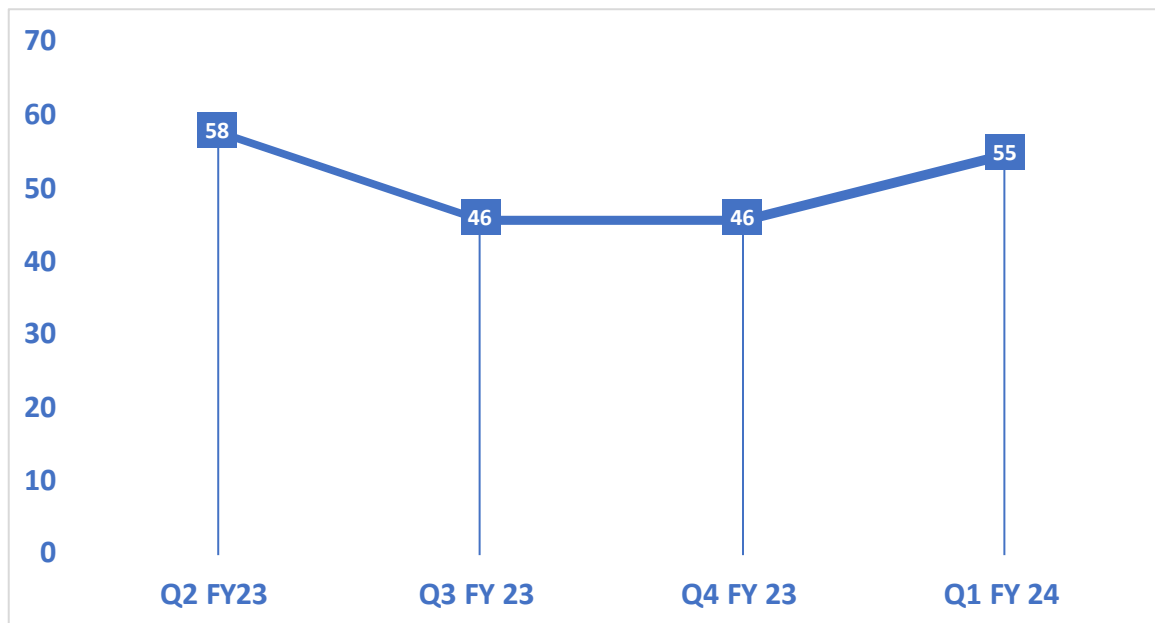
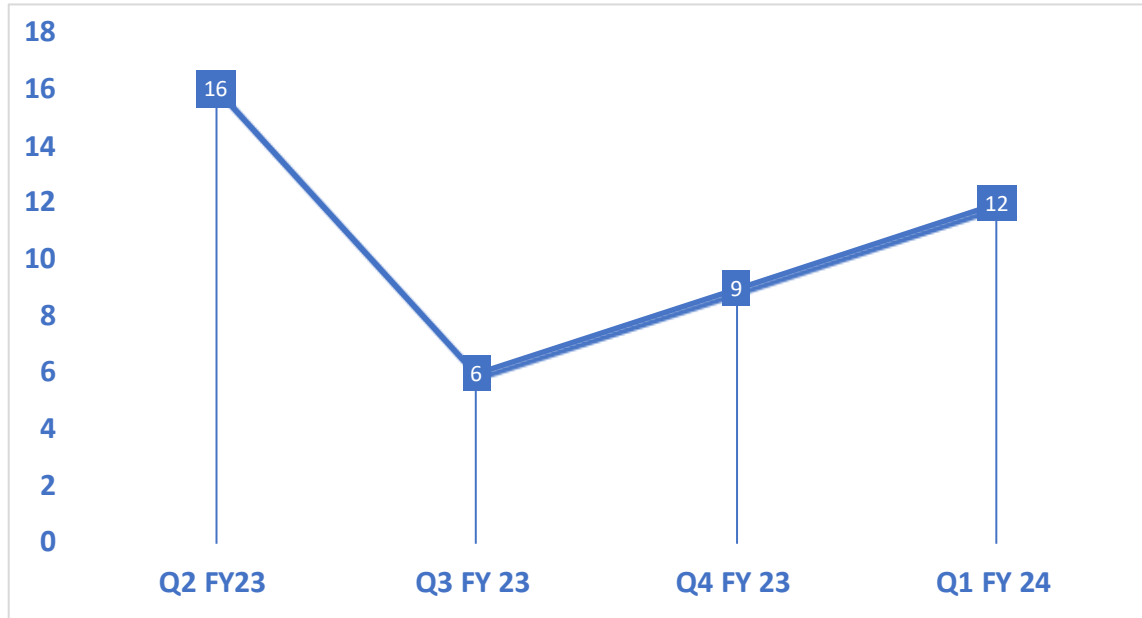


Chart 4: Aggregate Number of Applications Withdrawn



The number of applications approved, pending, or rejected during Q1 of FY 2024 is not directly tied to the total number of applications received by the agencies during this reporting period. This is attributable to a continuous backlog in processing pending applications. OMB, GSA and the SFP 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.

The number of applications received by Federal property managing agencies increased from 81 in the fourth quarter (Q4) of FY 2023 to 194 in Q1 of FY 2024 (see [Chart 1](#) and [Table 1](#), above). The increase can be attributed to the U.S. Department of the Interior’s Bureau of Land Management (BLM), typically the most prolific Federal property managing agency in approving broadband siting permits. In Q4 of FY 2023, BLM incurred functionality and implementation issues with a new record system, the Mineral and Land Records System (MLRS), which tracks and monitors broadband (and other) applications and projects. BLM worked diligently to train field offices on the new records system, resulting in a return to normal operating levels this reporting cycle. For a breakdown of the number of applications received for each agency, see [Chart D-1](#) in [Appendix D](#).

The number of applications approved increased from 65 in Q4 of FY 2023 to 86 in Q1 of FY 2024, and the number of applications authorized also increased from 46 in Q4 of FY 2023 to 55 in Q1 of FY 2024 (see [Table 1](#), [Chart 2](#) and [Chart 3](#), above). Much of this increase can be attributed to BLM resolving issues with its new record system as explained in the immediately preceding paragraph. The vast majority (94%) of the approved applications were approved within the 270-day statutory

time frame. For a breakdown of the number of applications approved by each agency, see [Chart D-2](#) in [Appendix D](#).

The average number of days applications were pending prior to approval increased from 71 days in Q4 of FY 2023 to 150 days in Q1 of FY 2024, which is still well within the 270-day statutory requirement (see [Table 1](#) and [Chart 2](#), above). This increase can most likely be attributed to challenges experienced by BLM staff members balancing the substantial increase in the number of applications received and approved from Q4 to Q1, while concurrently developing proficiency with BLM's new MLRS system. In general, BLM was responsible for 66% of all new applications approved in Q1 of FY 2024 and 77% of all new applications received. For a breakdown of the average number of days an application was pending prior to approval per agency, see [Chart D-2](#) in Appendix D.

The number of applications withdrawn increased from 9 in Q4 of FY 2023 to 15 in Q1 of FY 2024 (see [Table 1](#) and [Chart 4](#), above). It is important to note that, 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 Q1 of FY 2024, reasons for withdrawn applications included an applicant deciding not to proceed with the permit due to increased cost projections and an applicant deciding the site was no longer needed. For a breakdown of the number of applications withdrawn for each agency, see [Chart D-3](#) in Appendix D. There was one application rejected by a federal property managing agency this quarter. The Bureau of Reclamation reported that the application was rejected due to an inadequate height listed for the initial broadband siting permit. The Bureau of Reclamation further noted that the issue was corrected in a resubmission and the approval of the application is imminent.

The number of applications pending increased from 508 at the end of Q4 of FY 2023 to 600 in Q1 of FY 2024 (see [Table 1](#), above). This increase in the number of applications pending cannot be linked to any single factor; however, agencies noted that some field offices have high turnover, which may impact their ability to process larger quantities of broadband siting permits consistently. The number of applications pending at the end of the current reporting period (Q1 of FY 2024) was calculated by adding the number of applications pending from the previous quarter (Q4 of FY 2023) (i.e., 508) to the number of applications received during Q1 of FY 2024 (i.e., 194). From this total, GSA staff then subtracted the number approved (i.e., 86), the number withdrawn (i.e., 15) and the number rejected (i.e., 1) in Q1 of FY 2024. The applications remaining at the end of the quarter had an average pending time of 252 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. [□ Back to TOC](#)

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, US Forest Service	Yes
7	Department of Commerce	Yes
8	Department of Energy	Yes
9	Department of Homeland Security	Yes
10	Department of Labor	Yes
11	Department of State	No
12	Department of the Air Force	Yes
13	Department of the Army	Yes
14	Department of the Interior, Bureau of Land Management	Yes
15	Department of the Interior, Bureau of Reclamation	Yes
16	Department of the Interior, National Park Service	Yes
17	Department of the Navy	Yes
18	Department of the Treasury	No
19	Department of Transportation	Yes
20	Department of Veterans Affairs	Yes
21	Environmental Protection Agency	No
22	Export-Import Bank	Yes
23	Farm Credit System Insurance Corporation	Yes
24	Federal Communications Commission	Yes
25	Federal Housing Finance Agency	Yes
26	Federal Retirement Thrift Investment Board	Yes
27	General Services Administration	Yes
28	John F. Kennedy Center for the Performing Arts	Yes
29	Merit Systems Protection Board	Yes
30	Millennium Challenge Corporation	Yes
31	Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation	Yes

No.	Agency/Bureau	Survey Response Received
32	National Aeronautics and Space Administration	Yes
33	National Archives and Records Administration	Yes
34	National Credit Union Administration	No
35	Overseas Private Investment Corporation	Yes
36	Peace Corps	Yes
37	Pretrial Services Agency for the District of Columbia	Yes
38	Securities and Exchange Commission	Yes
39	Smithsonian Institution	Yes
40	Tennessee Valley Authority	No
41	The Presidio Trust	No
42	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 the Army	No
10	Department of Homeland Security	No
11	Department of the Interior, Bureau of Land Management	Yes
12	Department of the Interior, Bureau of Reclamation	Yes
13	Department of the Interior, National Park Service	Yes
14	Department of Labor	No
15	Department of the Navy	No
16	Department of Transportation	No
17	Department of Veterans Affairs	No
18	Export-Import Bank	No
19	Farm Credit System Insurance Corporation	No
20	Federal Communications Commission	No
21	Federal Housing Finance Agency	No
22	Federal Retirement Thrift Investment Board	No
23	General Services Administration	Yes
24	John F. Kennedy Center of the Performing Arts	No
25	Merit Systems Protection Board	No
26	Millennium Challenge Corporation	No
27	Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation	No
28	National Aeronautics and Space Administration	No
29	National Archives and Records Administration	No

No.	Agency/Bureau	Processed Permit Applications
30	Peace Corps	No
31	Pretrial Services Agency for the District of Columbia	No
32	Securities and Exchange Commission	No
33	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

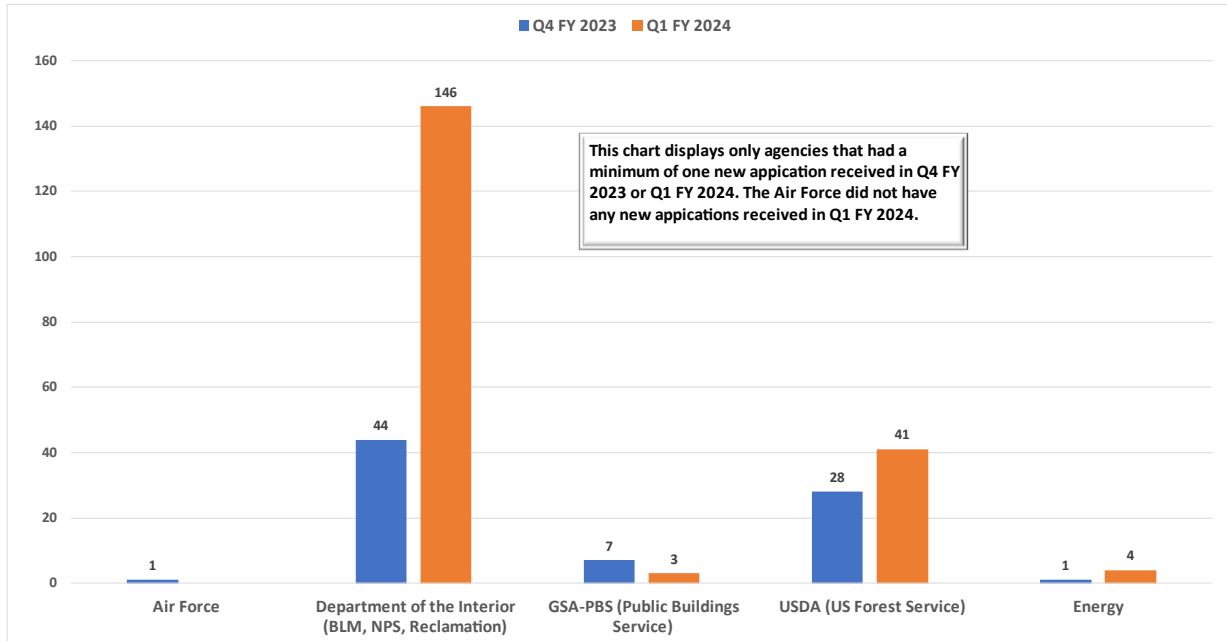


Chart D-1A: Q4 FY 23 Interior # New Applications Received

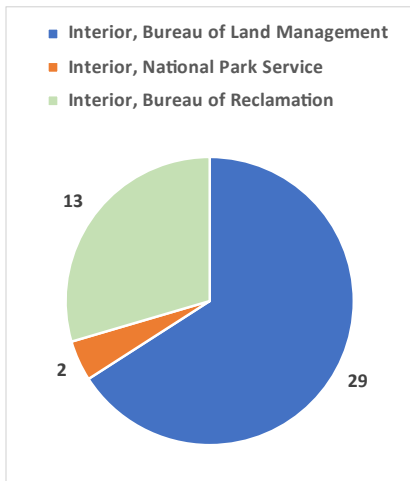


Chart D-1B: Q1 FY 24 Interior # New Applications Received

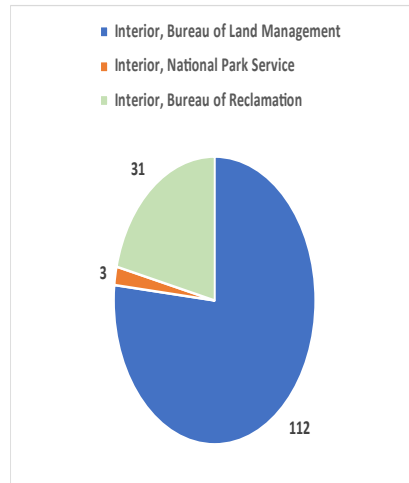


Chart D-2: Applications Approved & Avg # of Days to Approve Pending Applications per Agency

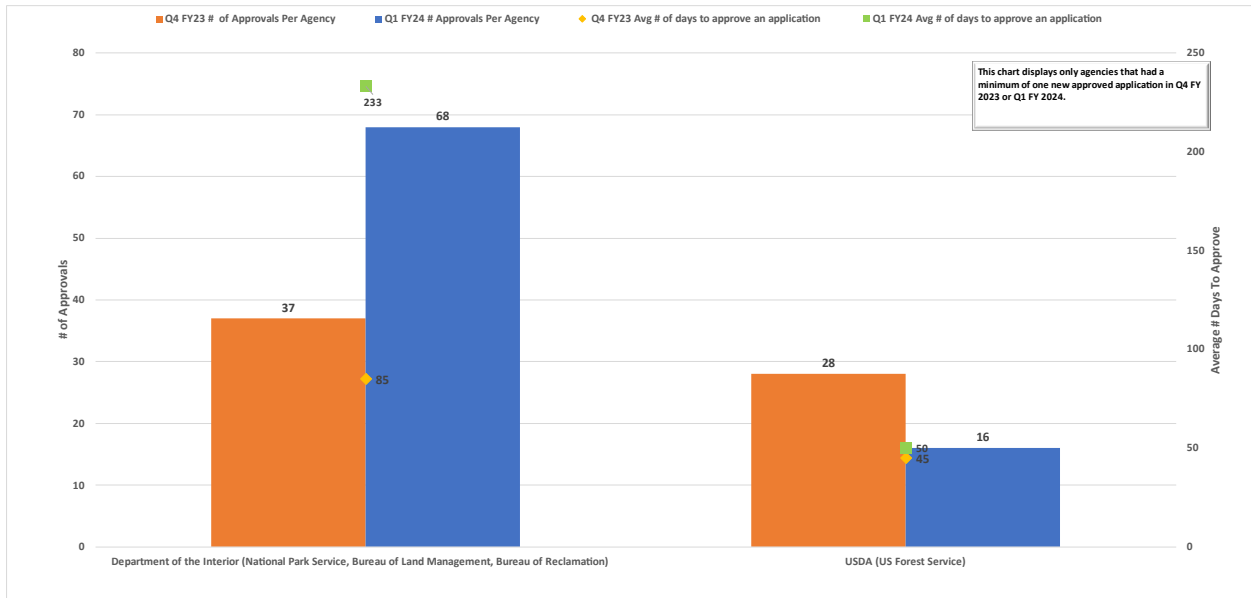


Chart D-2A: Q4 FY 23 Interior # New Applications Approved

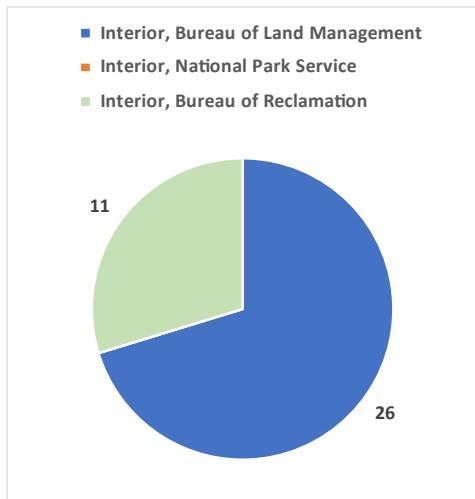
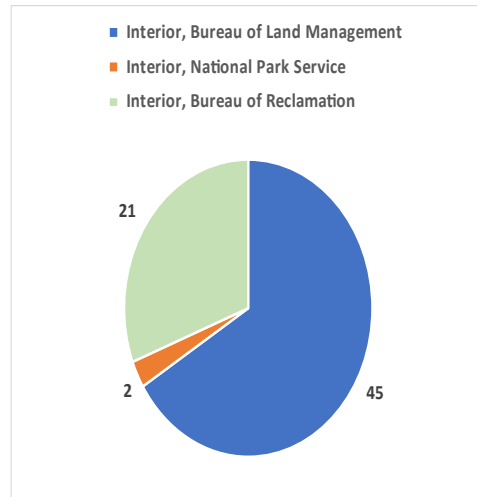


Chart D-2B: Q1 FY 24 Interior # New Applications Approved



Note: agencies that did not have any applications approved will not show in the pie chart.

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

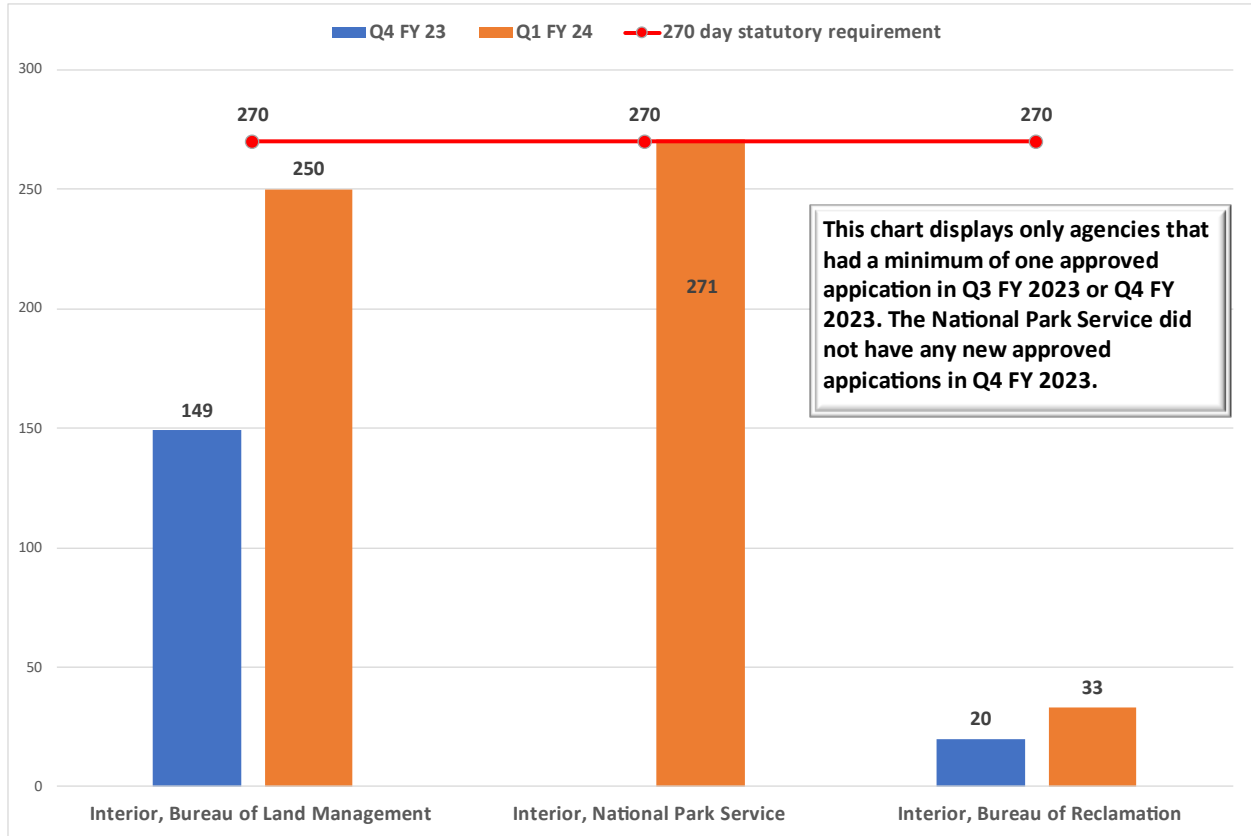


Chart D-3: Number of Withdrawn Applications per Agency

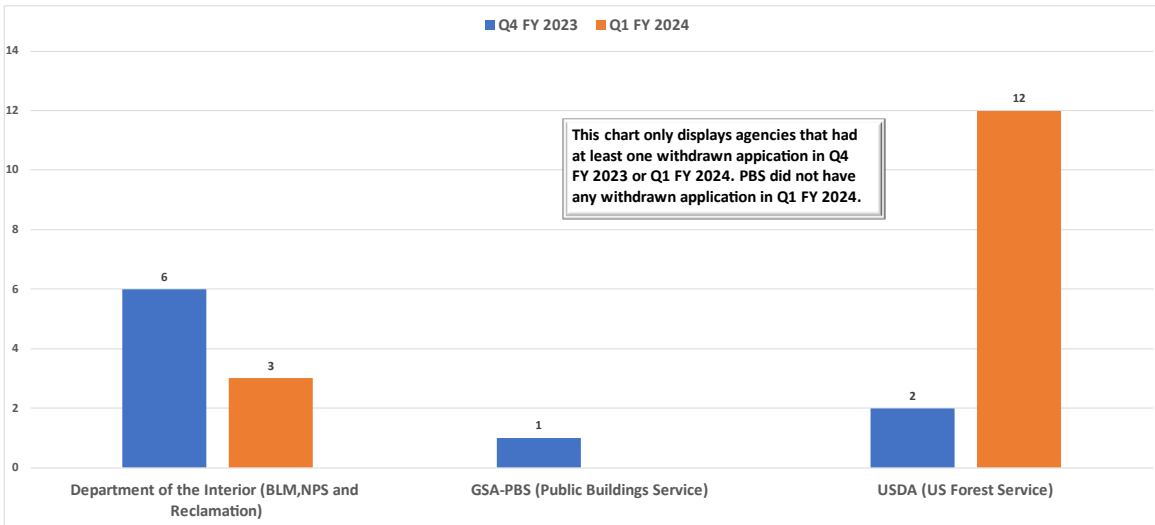
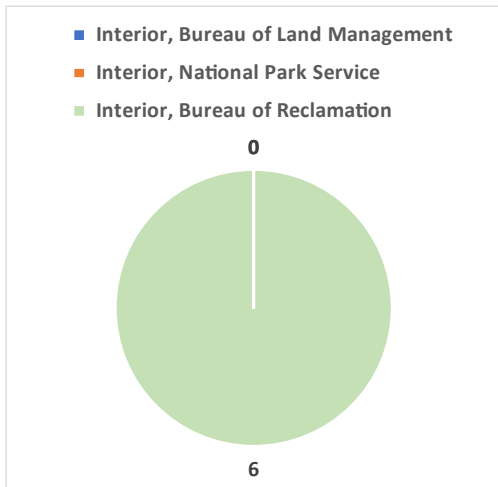
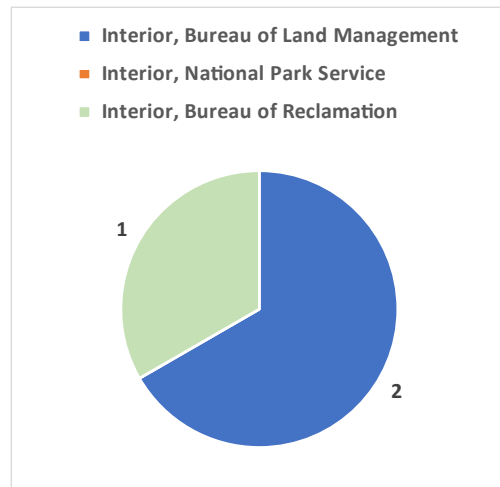


Chart D-3A: Q4 FY 23 Interior # Applications Withdrawn



Note: Agencies that did not have any applications withdrawn will not show on the pie chart.

Chart D-3B: Q1 FY 24 Interior # Applications Withdrawn



Note: Agencies that did not have any applications withdrawn will not show on the pie chart.

Chart D-4: Number of Applications Authorized per Agency

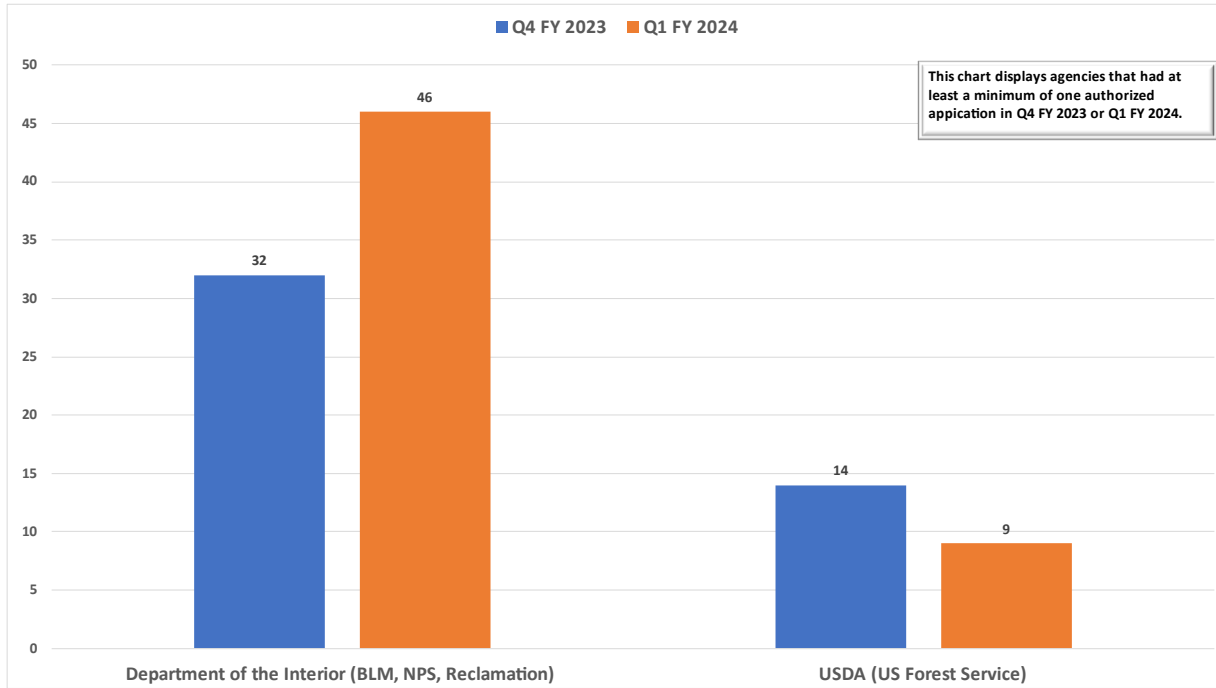
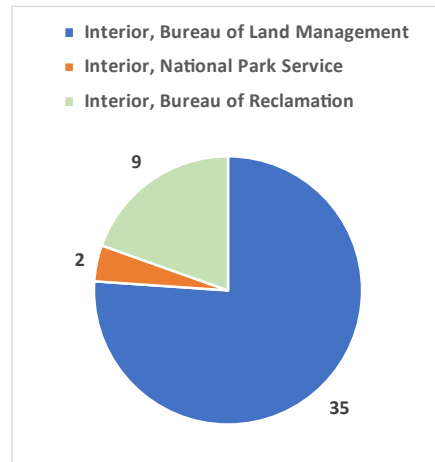
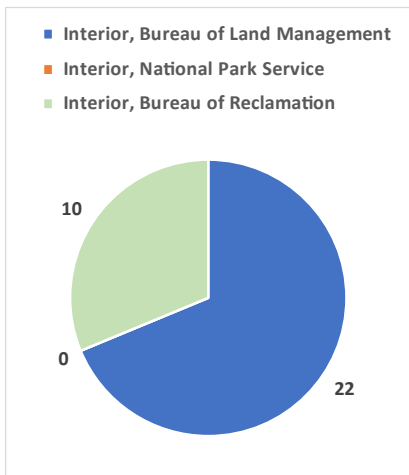


Chart D-4A: Q4 FY 23 Interior # New Authorized Applications

Chart D-4B: Q1 FY 24 Interior # New Applications Authorized



Note: Agencies that did not have any applications authorized will not show in the pie chart.