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119TH CONGRESS }
2d Session }

SENATE

{ REPORT
119-121 }

MODERNIZATION, ACCOUNTABILITY, AND
PLANNING FOR BROADBAND FUNDING ACT

R E P O R T

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND
TRANSPORTATION

ON

S. 2585



MAY 11, 2026.—Ordered to be printed

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SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ONE HUNDRED NINETEENTH CONGRESS

SECOND SESSION

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Mr. CRUZ, from the Committee on Commerce, Science, and
Transportation, submitted the following

R E P O R T

[To accompany S. 2585]

[Including cost estimate of the Congressional Budget Office]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 2585) to modernize and improve the Broadband Funding Map in order to promote the most efficient use of Federal funds for broadband deployment, and for other purposes, having considered the same, reports favorably thereon with an amendment (in the nature of a substitute) and recommends that the bill (as amended) do pass.

PURPOSE OF THE BILL

The purpose of S. 2585 is to direct the Federal Communications Commission (FCC) to complete a notice of inquiry (NOI) on ways to improve the Broadband Funding Map and require the Government Accountability Office (GAO) to study Federal agencies' role in ensuring the Funding Map's completeness and accuracy.

BACKGROUND AND NEEDS

In 2021, as part of the Infrastructure Investment and Jobs Act (IIJA), Congress directed the FCC to establish a national Broadband Funding Map,¹ intending for it to be “the centralized, authoritative source of information on funding made available by the Federal Government for broadband infrastructure deployment

¹ Infrastructure Investment and Jobs Act, Public Law 117 0958, 135 Stat. 1206 0907, division F, title I, section 60105 (2021), codified at 47 U.S.C. 1704.

in the United States.”² Congress required the Funding Map to include all broadband deployment funded by the IIJA,³ as well as deployment funding included in the Coronavirus Aid, Relief, and Economic Security Act,⁴ the Consolidated Appropriations Act, 2021,⁵ the American Rescue Plan Act,⁶ and any Federal funding authorized or appropriated after the IIJA’s enactment.⁷ Such infrastructure funding includes the \$42.45 billion Broadband Equity, Access, and Deployment (BEAD) program; the FCC Universal Service Fund’s High Cost Program, as administered by the Universal Service Administrative Company, which dispenses over \$4.5 billion annually;⁸ and multi-billion-dollar programs administered by the Department of the Treasury and the Department of Agriculture.

In short, the Funding Map publicly identifies geographic areas that currently receive Federal funds for high speed internet infrastructure deployment. It is intended to complement other FCC mapping efforts, such as the FCC’s National Broadband Map, powered by the Broadband Data Collection, which identifies locations in the United States that have broadband service.⁹

As detailed in a 2023 GAO report, “Federal broadband efforts are fragmented and overlapping, with more than 133 funding programs administered by 15 agencies. Among these programs, 25 have broadband as their main purpose, and 13 of those programs overlap because they can each be used for the purpose of broadband deployment.”¹⁰ These efforts include Federal funding for the operational expenses of broadband providers, direct subscriber subsidies, and Federal funding of broadband infrastructure deployment.

In 2025, GAO found that harmonizing procedures on defining and providing data could strengthen the timeliness and accuracy of the Funding Map’s data, thereby empowering agencies “to effectively and efficiently select deployment projects to fund.”¹¹ To that end, the Map for Broadband Funding Act would direct the FCC to complete an NOI on ways to improve the Funding Map and require the GAO to study agencies’ role in ensuring its completeness and accuracy.

SUMMARY OF PROVISIONS

S. 2585 would do the following:

- Require the FCC, in coordination with NTIA, to collect data submitted for the Broadband Funding Map by relevant Federal agencies on a reasonable and timely basis to prevent inefficient

² Ibid. at section 60105(c)(1).

³ Ibid. at section 60105(d)(1)(A).

⁴ Ibid. at section 60105(d)(1)(B).

⁵ Ibid. at section 60105(d)(1)(C).

⁶ Ibid. at section 60105(d)(1)(D).

⁷ Ibid. at section 60105(d)(1)(E).

⁸ In 2024, the Universal Service Administrative Company disbursed nearly \$8.6 billion in funds through Universal Service Fund programs, including over \$4.5 billion for the High-Cost program. Universal Service Administrative Co., *2024 Annual Report*, <https://www.usac.org/wp-content/uploads/about/documents/annual-reports/2024/2024-USAC-Annual-Report.pdf>.

⁹ “FCC National Broadband Map,” Federal Communications Commission, <https://broadbandmap.fcc.gov/home>; “Broadband Data Collection,” Federal Communications Commission, <https://www.fcc.gov/BroadbandData>.

¹⁰ Government Accountability Office, *Broadband: National Strategy Needed to Coordinate Fragmented, Overlapping Federal Programs*, GAO 0923 09106818 at pp. 0 091, May 10, 2023, <https://www.gao.gov/products/gao-23-106818>.

¹¹ Government Accountability Office, *Broadband Programs: Agencies Need to Further Improve Their Data Quality and Coordination Efforts*, GAO 25 09107207 at pp. 24 0926, April 28, 2025, <https://www.gao.gov/products/gao-25-107207>.

use or fragmentation of Federal funding for broadband infrastructure.

- Require the FCC, within 270 days of enactment, to initiate an NOI concerning the optimum functionality and transparency of the Funding Map, including the quality and completeness of the data, and complete the NOI within 120 days of its initiation.
- Permit any FCC Commissioner to request a Commission vote prior to the initiation of the NOI, which would require a majority of FCC Commissioners to vote to approve the NOI before it proceeds.
- Require the Comptroller General, within 180 days of the enactment, to conduct a GAO study on the roles, responsibilities, and progress of Federal agencies in maintaining and ensuring the completeness and continued relevance of the Funding Map and submit a report on this study to the Committee on Commerce, Science, and Transportation of the Senate and the Committee on Energy and Commerce of the House of Representatives.

LEGISLATIVE HISTORY

S. 2585 was introduced on July 31, 2025, by Senator Fischer (for herself and Senator Cortez Masto) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. On February 12, 2026, the Committee met in open Executive Session and, by voice vote, ordered S. 2585 reported favorably with an amendment (in the nature of a substitute).

ESTIMATED COSTS

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

S. 2585, MAP for Broadband Funding Act			
As ordered reported by the Senate Committee on Commerce, Science, and Transportation on February 12, 2026			
By Fiscal Year, Millions of Dollars	2026	2026-2031	2026-2036
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2037?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2037?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	Yes, Under Threshold
* = between zero and \$500,000.			

S. 2585 would require the Federal Communications Commission (FCC), in coordination with the National Telecommunications and Information Administration, to collect data from other relevant federal agencies for inclusion in its Broadband Funding Map. The bill also would require the FCC to solicit public comment on the functionality and transparency of the map and evaluate the information it receives. Finally, S. 2585 would require the Government Accountability Office (GAO) to study the completeness and relevance of the map.

Section 60105 of the Infrastructure Investment and Jobs Act required the FCC to establish and maintain a map of broadband funding to provide an overview of the geographic footprint of federal funding for broadband deployment. The FCC frequently updates that map using information from other federal agencies. On that basis, and using the cost of other solicitations of public comment, CBO estimates that the cost for the FCC to implement S. 2585 would be insignificant.

Because the FCC is authorized to collect fees each year sufficient to offset the appropriated costs of its regulatory activities, CBO estimates that the net cost to the FCC would be negligible, assuming appropriation actions consistent with that authority.

In addition, based on the costs of similar reports, CBO estimates that the cost to GAO to complete the required study would be less than \$500,000. Any related spending would be subject to the availability of appropriated funds.

If the FCC increases annual fees to offset the costs of implementing provisions in the bill, S. 2585 would increase the cost of an existing private-sector mandate as defined in the Unfunded Mandates Reform Act (UMRA) on private-sector entities required to pay those fees. CBO estimates that the incremental cost of the mandate would be small and would fall well below the annual threshold established for private-sector mandates (\$214 million in 2026, adjusted annually for inflation).

S. 2585 contains no intergovernmental mandates as defined in UMRA.

The CBO staff contacts for this estimate are David Hughes (for federal costs) and Rachel Austin (for mandates). The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee provides the following evaluation of the regulatory impact of the legislation, as reported:

Number of Persons Covered

S. 2585 would direct the FCC and GAO to gather and report data to improve the accuracy and completeness of the Broadband Funding Map in order to prevent duplicative, fragmented, and inefficient Federal broadband spending. The FCC's NOI would gather data on the optimum functionality and transparency of the Funding Map, including the quality and completeness of the data. The GAO study and report would address the roles, responsibilities, and progress

of Federal agencies in maintaining and ensuring the completeness and continued relevance of the Funding Map. Neither individuals nor businesses, including those currently receiving Federal broadband funding, would be required to either submit filings to the FCC in response to the NOI required by this legislation or to correspond with GAO as it constructs its study and report.

Economic Impact

S. 2585 is not expected to have an adverse impact on the Nation's economy. The legislation would direct the FCC and GAO to gather data to improve the accuracy and completeness of the Broadband Funding Map in order to prevent duplicative, fragmented, and inefficient Federal broadband spending.

Privacy

S. 2585 would not impact the personal privacy of individuals.

Paperwork

The Committee does not anticipate a major increase in paperwork burdens for private individuals or businesses resulting from the passage of this legislation. S. 2585 would require the FCC to initiate an NOI and GAO to conduct a study and submit a report to Congress concerning the accuracy and completeness of the current FCC Broadband Funding Map. Individuals and businesses, including those currently receiving Federal broadband funding, may voluntarily wish to submit filings to the FCC in response to the NOI required by this legislation, but such filings would not be required. Likewise, the GAO study and report required by this legislation does not require any individual or business to correspond with GAO.

CONGRESSIONALLY DIRECTED SPENDING

In compliance with paragraph 4(b) of rule XLIV of the Standing Rules of the Senate, the Committee provides that no provisions contained in the bill, as reported, meet the definition of congressionally directed spending items under the rule.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title.

This section would provide that the bill may be cited as the "Modernization, Accountability, and Planning for Broadband Funding Act" or the "MAP for Broadband Funding Act".

Section 2. Definitions.

This section would define the terms "appropriate congressional committees", "Broadband Funding Map", "broadband infrastructure", "Commission", and "NTIA".

Section 3. Broadband Funding Map modernization.

This section would direct the FCC, in coordination with NTIA, to collect data submitted for the Broadband Funding Map by relevant Federal agencies on a reasonable and timely basis to prevent inefficient use or fragmentation of Federal funding for broadband infrastructure. This section would also require the FCC, within 270

days of enactment, to initiate an NOI concerning the optimum functionality and transparency of the Funding Map, including the quality and completeness of the data populated to the Funding Map. In the NOI, the FCC would be required to consider the following:

- adequacy, timeliness, and scope of data that Federal agencies submit to the Funding Map;
- public usability of existing Funding Map data;
- whether certain data categories should be added to or eliminated from the Funding Map;
- whether the scope of programmatic data reported to the Funding Map should be expanded;
- whether third-party mapping data should be incorporated to improve the functionality and transparency of the Broadband Funding Map; and
- whether the FCC should augment or streamline the Funding Map to better coexist with existing FCC mapping tools.

The FCC would be required to complete this NOI within 120 days of its initiation. Any FCC Commissioner would be able to request a vote at the Commission level prior to the initiation of the NOI, which would require a majority of FCC Commissioners to vote to approve the NOI before it proceeds.

Section 4. GAO study and report.

This section would require the Comptroller General, within 180 days of enactment, to conduct a study on the roles, responsibilities, and progress of Federal agencies in maintaining and ensuring the completeness and continued relevance of the Funding Map and submit a report on this study to the Committee on Commerce, Science, and Transportation of the Senate and the Committee on Energy and Commerce of the House of Representatives.

In conducting this study, GAO would be required to review the following:

- the extent to which Federal agencies are submitting data to the Funding Map in compliance with statutory requirements, including identifying successful best practices and challenges resulting in incomplete data submissions;
- the FCC's proficiency in managing the Funding Map and related interagency collaboration;
- whether the FCC has sufficient authority to collect the data necessary to populate the Funding Map;
- NTIA's data collection efforts;
- the effectiveness of Federal interagency coordination among broadband-funding agencies;
- how enhanced use of the Funding Map across Federal agencies could improve taxpayer savings; and
- the feasibility and potential benefits of incorporating third-party mapping data into the Funding Map.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee states that the bill as reported would make no change to existing law.

