

# CRS Report for Congress

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## **Homeland Security: Federal Assistance Funding and Business Opportunities**

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# Homeland Security: Federal Assistance Funding and Business Opportunities

## Introduction

With the creation of the Department of Homeland Security (DHS) and increased federal spending on homeland security products and services, comes increased interest in doing business with the federal government and obtaining federal funds. Small and large businesses, universities, and research organizations throughout the country want to provide the needed products and services. State and local governments desire federal funds to assist with their homeland security needs. Generally, the larger companies or organizations and state and local governments that have regularly done business with the federal government in the past are familiar with the often complex process of selling to the government or obtaining federal funds through grants. However, smaller companies and government officials who are new to the process may have a difficult time quickly identifying the resources and information needed to pursue grant or contract monies.

This report provides a selection of information gateways for businesses, state and local governments, research organizations, and others that wish to pursue homeland security related business opportunities or grants from the federal government. A selection of Web sites is provided for the Department of Homeland Security, the Department of Defense, and other federal departments and agencies. The information will assist interested persons in locating information on available grants, contracts, and research and development opportunities with a homeland security focus.<sup>1</sup>

## What Is “Homeland Security”?

The *National Strategy of Homeland Security* (the *Strategy*) issued by the White House [[http://www.whitehouse.gov/homeland/book/nat\\_strat\\_hls.pdf](http://www.whitehouse.gov/homeland/book/nat_strat_hls.pdf)] in July 2002 defined “homeland security” as “a concerted national effort to prevent terrorist attacks within the United States, reduce America’s vulnerability to terrorism, and minimize the damage and recover from attacks that do occur.” The *Strategy* envisions a shared responsibility of federal, state, and local governments, the private sector, and the American people for homeland security. Homeland security involves (1) efforts to prevent terrorist attacks by reducing the nation’s vulnerability to terrorist attacks, (2) efforts to minimize the damage of any terrorist attacks that occur

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despite efforts to prevent them, and (3) efforts to recover from any terrorist attacks that may occur.

## **Homeland Security vs. the Department of Homeland Security**

The Department of Homeland Security has primary responsibility for maintaining homeland security. Section 101(b)(1) of the Homeland Security Act of 2002 (P.L. 107-296) states that the primary mission of the DHS is to “(A) prevent terrorist attacks within the United States; (B) reduce the vulnerability of the United States to terrorism; and (C) minimize the damage, and assist in the recovery, from terrorist attacks that do occur within the United States.”

Those wishing to do business with the federal government in areas pertaining to homeland security or seeking federal assistance relating to homeland security should keep in mind that homeland security activities are broader than the activities of DHS because, notwithstanding the lead responsibility of DHS for maintaining homeland security, several other government agencies play important roles in homeland security.

## **Non-DHS Homeland Security Programs/Initiatives**

Examples of non-DHS homeland security programs include initiatives by the Defense Advanced Research Projects Agency (DARPA), biodefense initiatives by the Department of Health and Human Services (DHHS), and interagency working groups such as the Technical Support Working Group (TSWG).

## **Homeland Security vs. Antiterrorism Funding**

Homeland security funding is largely an extension of antiterrorism funding, with an important distinction. Unlike antiterrorism funding, which includes monies devoted to agencies that operate on foreign fronts such as the Department of State and Central Intelligence Agency, homeland security funding focuses on those aspects of government spending devoted to the prevention and response to terrorism on American soil.

## **What Is Not Included in This Report?**

This report is not an exhaustive listing of every possible Web access point for information on federal grant and contract opportunities related to homeland security. Certain opportunities may change due to congressional or regulatory activity. Others may be one-time events that appear for only a single round of funding. Web sites and programs may appear and disappear depending upon a department or agency’s funding or needs, and some contract awards may be awarded directly to qualified companies without a competitive bidding process.

In addition, this report makes no effort to list individual grant, contract, or research and development opportunities. Such information must be obtained through one or more of the Web resources provided.

## The Market for Homeland Security Products and Services

DHS spending on homeland security will likely cover a wide range of products and services in such areas as airport security systems, biological and chemical agent detection, and prevention of attacks on information systems. DHS does not have a list of specific products and services that it is looking to acquire, but has made references to the types of products and services that it is interested in. Industries in which companies could potentially benefit include biotechnology, computer and software services, telecommunications, and detection equipment technology. The DHS Office of Private Sector Liaison is the focal point of contact for private sector entities interested in doing business with DHS, but any acquisitions will likely be made by the various agencies within the department.

**Service and Product Opportunity Areas.** Private companies are a key source of new ideas and innovative technologies that would be valuable in combating the threat of terrorism activities. DHS recently announced a partnership with the Technical Support Working Group (TSWG) for engaging the private sector in developing technologies and systems needed for homeland security. TSWG, a State Department/DOD group, identifies, prioritizes, and coordinates interagency and international research and development requirements for combating terrorism; see [<http://www.tswg.gov/tswg/home.hm>]. The TSWG Web site provides information about the technology and commercial opportunities for developers, provides information about product availability for federal, state, and local user communities, and provides project information to technical team members. This information is useful for companies looking for contracting opportunities related to homeland security because it identifies the projects federal agencies are focusing on. Among others, the TSWG currently outlines the following as areas of interest:

- ! Chemical, biological, radiological, and nuclear countermeasures: products and services may include medication and vaccines to treat outbreaks of diseases such as smallpox, anthrax, or botulism; development of antidotes for possible disease outbreaks; development of new technologies for detecting hazardous biological and chemical agents.
- ! Explosive detection: products and services may include development or purchase of new detection and diagnostic devices such as handheld detectors, personnel screening portals, checked baggage and parcel screening; developing more effective canine/handler teams through improved training programs and canine selection and breeding; development of new technologies for marking plastic explosives to make them easier to detect.
- ! Infrastructure protection technology: products and services may include developing technologies and methodologies for detection, response, and alert capabilities to counter cyberterrorism; developing standardized methodology and decision aid tools for vulnerability analysis and enhanced protection of the nation's critical infrastructure.

- ! Physical security technology: products and services may include the development of new techniques for building construction that will result in better protection of people and facilities from terrorist bomb attacks; improvement in explosive detection technology; advanced sensor technologies to provide improved perimeter and interior intrusion detection capabilities.
- ! Personnel protection: products and services may include vehicles with improved safety and performance; improved transparent armor with lower weight and greater reliability against threats; improved protective measures against sniper attacks.

**Recent Private Sector/Government Initiatives.** DHS has emphasized the importance of the role of technology in homeland security and the need to create close partnerships with the private sector to develop and implement technologies. The following two paragraphs describe two initiatives recently mentioned by Al Martinez-Fonts, the DHS Special Assistant to the Secretary for the Private Sector, in which the private sector has an important role and could provide potential business opportunities.<sup>2</sup>

The Container Security Initiative (CSI) overseen by the new Bureau of Customs and Border Protection (CBP) has the goal of protecting containerized shipping from exploitation by terrorists. The initiative involves the use of pioneering nonintrusive container screening technology to label containers entering the country as “high-risk” or “low-risk” at their port of origin. DHS estimates that Customs inspects 3% or less of the 6 million containers, meaning that up to 97% of the containers are not screened. The program was launched in January 2002 and is in various stages of implementation at major ports around the world. A second stage of the initiative will expand CSI to additional ports in Europe and Asia. The eligibility requirements of Phase 2 require that a country have or be in the process of acquiring non-intrusive inspection equipment, or large x-ray-type systems, and radiation detection equipment to conduct security. While the purchase of the x-ray systems and other detection technology will be made by individual countries, the CBP can provide the names of manufacturers for the CSI country to pursue procuring equipment.

Another program is the Customs-Trade Partnership Against Terrorism (C-TPAT). More than 2,900 companies are participating. C-TPAT is a cooperative effort between the business trade community and the CBP to help ensure effective security processes of cargo entering the United States while improving the flow of trade. Businesses will be required to check physical, procedural, and personnel security, and provide training to key personnel through the C-TPAT validation process. DHS has been working with a number of trade associations to develop industry-wide security standards. For businesses that have useful products or services for this process, there may be benefits in becoming a partner.

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<sup>2</sup> Department of Homeland Security, *Press Room Speeches and Statements*, “Remarks by Al Martinez-Fonts to the Electronic Industries Alliance,” May 6, 2003.

**Other Opportunities.** Other agencies or departments at the federal, state, and local levels of government may have opportunities for companies that produce or provide goods or services related to homeland security. For example, local communities may be interested in procuring protective gear and communication devices in the event of an emergency. There may be opportunities for industry groups to partner with federal agencies to develop strategies or new technologies. In 2002, the U.S. Department of the Treasury worked collaboratively with financial services industry groups to develop a sector strategy, called National Strategy for Critical Infrastructure Assurance, that discusses additional efforts necessary to identify, assess, and respond to sector threats. The strategy presents a framework for planning and implementing private sector action. This kind of private sector cooperative effort with the government may lead to future business contracting activities. Some federal agencies that may have contracting opportunities for companies include, but are not limited to, the following: the Department of Defense, the Department of Health and Human Services, the Treasury Department, and the Department of Energy.

Business and marketing opportunities with the Department of Defense, however, are determined by DOD's national security mission and it should be noted that contract processes may not be comparable with those of other federal entities. The Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics recommends the following preparatory advice to companies who want to take advantage of the DOD contracting or acquisition process:

- ! Identify the product, service, or concept you are attempting to sell to DOD by perusing the Federal Supply Class or Service (FSC/SVC) codes at [<http://www.dlis.dla.mil/h2>] and North American Industry Classification System (NAICS) Code at [<http://www.census.gov/naics>].
- ! Businesses should obtain a Dun and Bradstreet or DUNS number at [<http://www.dnd.com>]. Also, it is mandatory that any DOD contractor must be registered in the Centralized Contractor Registration (CCR) System, a database designed to collect and maintain relevant procurement and financial transaction information at [<http://www.ccr.gov>]. Small businesses in particular should register with the Small Business Administration (SBA) Procurement Marketing and Access Net (PRO-Net) system at [<http://www.sba.gov>].
- ! Become familiar with DOD contracting procedures by examining the Defense Federal Acquisition Supplement (DFARS) at [<http://www.acq.osd.mil/dp/dars>], and the Federal Acquisitions Regulations (FARS) at [<http://www.arnet.gov/far>].

## Getting Started

### Department of Homeland Security

DHS agencies administer several federal assistance programs. These programs include block grants to state administering agencies, discretionary grant programs administered by DHS agencies, and funding programs established by legislative action. **Table 1** lists several of these programs and Web addresses for program information from the pertinent DHS agencies. The current availability of funding for each of these programs varies, so those interested should contact the respective DHS agency for details. For additional information on DHS federal funding see the section below entitled “Other Relevant CRS Products.”

**Table 1. DHS Homeland Security Federal Assistance Programs**

Agency	Program	Program Information on the Web
Office of Domestic Preparedness (ODP)	First Responder	[ <a href="http://www.ojp.usdoj.gov/fundopps.htm">http://www.ojp.usdoj.gov/fundopps.htm</a> ]
Office of Domestic Preparedness (ODP)	Urban Areas Security Initiative Program Grants	[ <a href="http://www.ojp.usdoj.gov/fundopps.htm">http://www.ojp.usdoj.gov/fundopps.htm</a> ]
Office of Domestic Preparedness (ODP)	FY2003 Domestic Preparedness Training and Technical Assistance Program	[ <a href="http://www.ojp.usdoj.gov/fundopps.htm">http://www.ojp.usdoj.gov/fundopps.htm</a> ]
United States Fire Administration	Assistance to Firefighter (FIRE Act) Grant Program	[ <a href="http://www.usfa.fema.gov/inside-usfa/grants.cfm">http://www.usfa.fema.gov/inside-usfa/grants.cfm</a> ]
Transportation Security Administration (TSA)	Port Security Grants	[ <a href="https://www.portsecuritygrants.dotts.net/">https://www.portsecuritygrants.dotts.net/</a> ]

In addition, DHS administers a number of research and development opportunities and resources. **Table 2** presents a selection of Web sites that will provide information on these opportunities and resources.

**Table 2. DHS R&D Opportunities and Resources**

Agency/Organization	Program	Program Information on the Web
Homeland Security Advanced Research Projects Agency (HSARPA)	HSARPA will be the primary source of extramural R&D funding in the Science and Technology Directorate.	[ <a href="http://www.dhs.gov/dhspublic/display?theme=27&amp;content=47">http://www.dhs.gov/dhspublic/display?theme=27&amp;content=47</a> ]
Office of University Programs	Homeland Security Centers of Excellence. DHS plans to establish several university centers by the end of 2004 through a competitive process.	[ <a href="http://www.dhs.gov/dhspublic/interapp/press_release/press_release_0220.xml">http://www.dhs.gov/dhspublic/interapp/press_release/press_release_0220.xml</a> ]
Technical Support Working Group (TSWG)	Broad Area Announcements. DHS is using TSWG to assist in identifying technologies for rapid prototyping under periodic broad area announcements (BAA).	[ <a href="http://www.tswg.gov/tswg/home/home.htm">http://www.tswg.gov/tswg/home/home.htm</a> ]
Science and Technology Directorate	Unsolicited R&D Proposals. These proposals are handled by TSWG. See link for specific information.	[ <a href="http://www.dhs.gov/interweb/assetlibrary/dhs_website_unsolprop.doc">http://www.dhs.gov/interweb/assetlibrary/dhs_website_unsolprop.doc</a> ]
U.S. Coast Guard Research and Development Center	Various RDT&E activities in support of Coast Guard homeland security and other missions.	[ <a href="http://www.rdc.uscg.gov/">http://www.rdc.uscg.gov/</a> ]
Transportation Security Administration	R&D activities to improve current security technologies.	[ <a href="http://www.tsa.gov/public/index.jsp">http://www.tsa.gov/public/index.jsp</a> ]

The DHS Web site provides information for businesses wishing to get involved with the department in several different ways, including general information on acquisition policy and regulations, and rules for unsolicited proposals. The Web site states that some of the procedures of doing business with DHS agencies are still being developed.

**Table 3. DHS Homeland Security Business Opportunities and Resources**

Agency	Business Information	Web Site or E-mail Address
Department of Homeland Security (DHS)	Provides link to “Business” information, DHS acquisition offices, federal policies and regulations.	<a href="http://www.dhs.gov/dhspublic/display?theme=37">[http://www.dhs.gov/dhspublic/display?theme=37]</a>
Federal Business Opportunities, GSA	Serves as the single point of entry for federal procurement opportunities over \$25,000.	<a href="http://www.fedbizopps.gov">[http://www.fedbizopps.gov]</a>
Office of Small and Disadvantaged Business Utilization (OSDBU), in DHS	Promotes the use of small and disadvantaged businesses in compliance with federal laws and regulations.	Kevin Boshears <a href="mailto:Kevin.Boshears@dhs.gov">Kevin.Boshears@dhs.gov</a> (202) 772-9792
Simplified Acquisition Contacts, DHS	Provides information on procurements up to \$100,000.	Valerie Veatch <a href="mailto:valerie.veatch@dhs.gov">valerie.veatch@dhs.gov</a>
Pro-Net (Procurement Marketing and Access Network), Small Business Administration	Provides information on procurement opportunities matching individual company profiles that are registered.	<a href="http://www.pro-net.sba.gov">[http://www.pro-net.sba.gov]</a>

## Department of Defense

The vast majority of DOD contracts are awarded by DOD field organizations, or specific mission-oriented agencies with the department. Businesses seeking homeland security contracts should be aware that the DOD contracting process is very tightly controlled and regimented, often requiring prospective contractors to be precertified or obligated to apply for security clearances with the Defense Security Service (DSS), National Industrial Security Program (NISP) at [\[http://www.dss.mil/isec/index.htm\]](http://www.dss.mil/isec/index.htm).

Because the limited number of available DOD homeland security contracts may initially be awarded to large or traditional prime contractors, small businesses may expand their access by investigating potential procurement opportunities available within the secondary market of subcontracting with DOD prime contractors. A list of all major DOD prime contractors arranged by state and including a point of contact for the Small Business Liaison Officer in each company is located at [\[http://www.acq.osd.mil/sadbu/publications/subdir/index.html\]](http://www.acq.osd.mil/sadbu/publications/subdir/index.html).

Specific agencies or organizations within the DOD that may be able to assist businesses seeking homeland security contracts are listed in **Table 3**.

**Table 4. DOD Homeland Security Federal Assistance Programs**

Agency	Program	Program Information on the Web
Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics USD(AT&L)	DODBusOpps.com was developed to help vendors find business in the Department of Defense by accessing an electronic portal serving as a single point of entry for the different agency sites.	<a href="http://DODbusopps.com">[http://DODbusopps.com]</a>
Technical Support Working Group (TSWG)	The TSWG uses the Broad Agency Announcement Information delivery system (B.I.D.S.) as a tool for dissemination and receipt of data related to active contract solicitations.	<a href="http://www.tswg.gov/">[http://www.tswg.gov/</a> and <a href="https://www.bids.tswg.gov/tswg/bids.nsf/">https://www.bids.tswg.gov/tswg/bids.nsf/]</a>
Office of Small and Disadvantaged Business Utilization (SADBU)	The SADBU operates programs and creates and disseminates information that will provide small and disadvantaged or minority businesses with opportunities to compete for DOD contracts.	<a href="http://www.acq.osd.mil/sadbu/">[http://www.acq.osd.mil/sadbu/]</a>
Deputy Under Secretary of Defense for Advanced Systems & Concepts DUSD (AS&C)	Advanced Concept Technology Demonstration (ACTD). DOD created the ACTD program in 1994 to assist the acquisition process by expediting the transition of maturing technologies from private sector developers to potential military customers.	<a href="http://www.acq.osd.mil/actd/">[http://www.acq.osd.mil/actd/]</a>

Agency	Program	Program Information on the Web
Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics USD(AT&L)	Defense Electronic Business Program Office facilitates the acquisition process by expediting electronic business-to-business transactions using established commercial standards and best practices.	<a href="http://www.defenselink.mil/acq/ebusiness/">[http://www.defenselink.mil/acq/ebusiness/]</a>
Defense Logistics Agency (DLA)	Procurement Technical Assistance Centers Program (PTAP) are located in most states as a local resource available to provide assistance to small business firms in marketing products to the DOD.	<a href="http://www.dla.mil/db/procurem.htm">[http://www.dla.mil/db/procurem.htm]</a>

## Department of Defense Homeland Security R&D

At this juncture the vast majority of research and development money for homeland security will be coming from the Department of Homeland Security (DHS), and only a small amount of funding for homeland defense will be coming from the Department of Defense (DOD). Potential contractors need to know that contracting with DOD requires knowledge of and adherence to a number of complex procedures, forms, and standards, as mentioned above.

As yet there is no one place where homeland security/defense R&D contracting opportunities are listed centrally. Potential contractors have to search for homeland security/defense oriented R&D opportunities by going to more general R&D sites and scanning the listings.

Places to look for potential DOD R&D contracts and contracting information on the Internet are given in **Table 5**.

**Table 5. DOD R&D Contracts and Contracting Information**

Agency/Organization	Program	Program Information on the Web
Office of the Secretary of Defense	Handbook on <i>Selling to the Military</i>	[ <a href="http://www.acq.osd.mil/sadbu/publications/selling/main.htm">http://www.acq.osd.mil/sadbu/publications/selling/main.htm</a> ]
Defense Advanced Research Projects Agency (DARPA)	High technology R&D projects	[ <a href="http://www.darpa.mil/body/dobdar.html">http://www.darpa.mil/body/dobdar.html</a> ]
DOD Small Business Innovation Research (SBIR) program	Focus on small businesses	[ <a href="http://www.darpa.mil/sbir/sbir.html">http://www.darpa.mil/sbir/sbir.html</a> ]
Defense Electronic Business Program Office	Searchable Web site focusing on E-Commerce and E-Business within DOD	[ <a href="http://DODbusopps.com/default.asp">http://DODbusopps.com/default.asp</a> ]
Center for Commercialization of Advanced Technology (CCAT)	Public-private R&D partnership funded by DOD, which had been soliciting innovative technologies related to defense and homeland security	[ <a href="http://www.ccatsandiego.org">http://www.ccatsandiego.org</a> ]

### Other Federal Departments and Agencies

Federal assistance for homeland security is also available through federal government agencies other than DHS and DOD. The table below lists agencies other than DHS that provide federal assistance which can be used to fund homeland security activities, the relevant programs they administer, and Web addresses for program information from the pertinent agencies. The current availability of funding for each of these programs varies, so those interested should contact the respective agency for details.

**Table 6. Non-DHS Homeland Security Federal Assistance Programs**

Agency	Program	Program Information on the Web
Department of Commerce, Fire Research Division	Extramural Fire Research Grants Program	[ <a href="http://www.bfrl.nist.gov/866/extramuralprogram.htm">http://www.bfrl.nist.gov/866/extramuralprogram.htm</a> ]
Department of Justice, Bureau of Justice Assistance	Edward Byrne Memorial State and Local Law Enforcement Assistance (Byrne Formula Grant Program)	[ <a href="http://www.ojp.usdoj.gov/BJA/grant/index.htm">http://www.ojp.usdoj.gov/BJA/grant/index.htm</a> ]
Department of Justice, Bureau of Justice Assistance	Local Law Enforcement Block Grant (LLEBG)	[ <a href="http://www.ojp.usdoj.gov/BJA/grant/index.html">http://www.ojp.usdoj.gov/BJA/grant/index.html</a> ]
Department of Justice, Office for Victims of Crime	Antiterrorism and Emergency Assistance Program for Terrorism and Mass Violence Crimes	[ <a href="http://www.ojp.usdoj.gov/fundops.htm">http://www.ojp.usdoj.gov/fundops.htm</a> ]
Environmental Protection Agency	Clean Water State Revolving Fund (CWSRF)	[ <a href="http://www.epa.gov/owm/cwfinance/index.htm">http://www.epa.gov/owm/cwfinance/index.htm</a> ]
Department of Health and Human Services, Centers for Disease Control and Prevention (CDC)	Smallpox Vaccination Program	[ <a href="http://www.cdc.gov/od/oc/media/pressrel/r030122b.htm">http://www.cdc.gov/od/oc/media/pressrel/r030122b.htm</a> ]
National Science Foundation (NSF)	Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) Programs	[ <a href="http://www.eng.nsf.gov/sbirspecs/Program/program.htm">http://www.eng.nsf.gov/sbirspecs/Program/program.htm</a> ]

## The Catalog of Federal Domestic Assistance

The *Catalog of Federal Domestic Assistance*, which describes some 1,400 grants, loans, and non-financial assistance programs of the federal government, currently maintains a table of anti-terrorism and homeland security programs to help users having difficulty identifying programs using keyword and other searching. Currently linked from the main CFDA page [<http://www.cfda.gov/>] under Assistance Programs Relating to Recovery/Response, a table [<http://www.cfda.gov/911.htm>]

provides an overview, gives originating agency and program title, indicates for which applicant category the program is intended (whether state and local governments, nonprofit organizations, individuals, or other), and hot links directly to the full CFDA program description.

## **Other Relevant CRS Products**

CRS Report RL31227. *Terrorism Preparedness: Catalog of Selected Federal Assistance Programs*, coordinated by Ben Canada.

CRS Report RL31475. *First Responder Initiative: Policy Issues and Options*, by Ben Canada.

CRS Report RS21302. *Assistance to Fire Fighters Program*, by Lennard G. Kruger.

CRS Report RL31465. *Protecting Critical Infrastructure from Terrorist Attack: A Catalog of Selected Federal Assistance Programs*, by John Moteff.

CRS Report RL31615. *Homeland Security: The Department of Defense's Role*, by Steve Bowman.

CRS Report RL31802. *Appropriations for FY2004: Department of Homeland Security*, coordinated by Paul M. Irwin and Dennis W. Snook.

## **Conclusion**

The process of identifying and pursuing a federal grant, contract, or research and development opportunity in the area of homeland security can be very difficult. Although no single resource will necessarily get every business, university, research organization, or state or local government interested in pursuing homeland security funds to exactly the information or program listing that they require, the gateways provided in this report provide the starting points for their search. Once the gateways are entered, the process has only just begun. Program listings must be pursued, grant applications must be prepared, contract proposals must be written, certain requirements must be met, all before any funding is available.