119TH CONGRESS, 1st Session | HOUSE OF REPRESENTATIVES | REPORT 119–296

ENHANCING STAKEHOLDER SUPPORT AND OUTREACH FOR PREPAREDNESS GRANTS ACT

SEPTEMBER 15, 2025.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. GARBARINO, from the Committee on Homeland Security, submitted the following

R E P O R T

[To accompany H.R. 4058]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security, to whom was referred the bill (H.R. 4058) to amend the Homeland Security Act of 2002 to enhance outreach for the Urban Area Security Initiative and the State Homeland Security Grant Program of the Department of Homeland Security, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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Purpose and Summary

H.R. 4058, the "Enhancing Stakeholder Support and Outreach for Preparedness Grants Act," requires the Administrator of the Federal Emergency Management Agency (FEMA) to, on an ongoing basis, provide stakeholder outreach, engagement, education, technical assistance, and support, prior to, during, and after the awarding of Urban Area Security Initiative (UASI) grants and State Homeland Security Program (SHSP) grants. This includes conducting annual surveys and other feedback mechanisms to gather input from State, local, Tribal, and territorial stakeholders, and incorporate this feedback into future SHSP and UASI grant funding opportunities.

This legislation additionally requires the Government Accountability Office (GAO) to submit a report within two years on the effectiveness of FEMA's outreach and support efforts related to these grant programs and requires the FEMA Administrator to submit a report to Congress on stakeholder outreach and engagement efforts within three years of enactment of the Act.

Background and Need for Legislation

FEMA's Grant Programs Directorate provides preparedness funding to assist States, localities, urban areas, tribal, and territorial governments, and non-profit agencies in strengthening the nation's ability to prevent, protect against, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The SHSP and the UASI are risk-based grants that assist state, local, tribal and territorial efforts in preventing, protecting against, mitigating, responding to and recovering from acts of terrorism and other threats.

In Fiscal Year 2020, the Department of Homeland Security introduced National Priority Areas (NPAs) to both SHSP and UASI to target funding toward evolving threats. In January 2024, the GAO released a report that examined how FEMA establishes and makes changes to NPAs.[1] The GAO made two recommendations: DHS should fully document the rationale and process for making changes to the National Priority Areas; and FEMA should conduct targeted outreach to stakeholders.[2]

H.R. 4058 codifies GAO's recommendations by requiring the FEMA Administrator to employ annual surveys and other feedback mechanisms to gather input from State, local, Tribal, and territorial stakeholders, and incorporate this feedback into future SHSP and UASI grant funding opportunities. The bill requires the FEMA Administrator to submit a report to Congress on stakeholder outreach and engagement and requires GAO to submit a report on the effectiveness of FEMA's outreach and support efforts related to these grant programs.

Hearings

The Committee has not held a hearing that guided the development of this legislation in the 119th Congress.

[1] GAO. *DHS Implemented National Priority Areas but Could Better Document and Communicate Changes.* January 2024. https://www.gao.gov/assets/24106327.pdf.
[2] *Id.*

Committee Consideration

The Committee met on June 25, 2025, a quorum being present, to consider H.R. 4058 and ordered the measure to be favorably reported to the House by voice vote.

Committee Votes

Clause 3(b) of rule XIII requires the Committee to list the recorded votes on the motion to report legislation and amendments thereto.

No recorded votes were requested during consideration of H.R. 4058.

Committee Oversight Findings

In compliance with clause 3(c)(1) of rule XIII, the Committee advises that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X, are incorporated in the descriptive portions of this report.

Congressional Budget Office Estimate, New Budget Authority, Entitlement Authority, and Tax Expenditures

With respect to the requirements of clause 3(c)(2) of rule XIII and section 308(a) of the Congressional Budget Act of 1974, and with respect to the requirements of clause 3(c)(3) of rule XIII and section 402 of the Congressional Budget Act of 1974, the Committee adopts as its own the estimate of any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures contained in the cost estimate prepared by the Director of the Congressional Budget Office.

H.R. 4058, Enhancing Stakeholder Support and Outreach for Preparedness Grants Act

As ordered reported by the House Committee on Homeland Security on June 25, 2025

By Fiscal Year, Millions of Dollars	2025	2025-2030	2025-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	9	not estimated

Increases *net direct spending* in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases *on-budget deficits* in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No

H.R. 4058 would require the Federal Emergency Management Agency (FEMA) to expand technical assistance, outreach, training, and other support activities that the agency currently provides under the State Homeland Security Grant Program and the Urban Area Security Initiative. Both programs provide grants to state governments to address terrorism and other security threats by funding security operations, planning, training, equipment purchases, and other activities.

The bill would require FEMA to conduct annual surveys to gather feedback from state, local, and tribal governments about their needs, the grant process, and the effectiveness of the agency's outreach efforts. FEMA would need to report to the Congress on its implementation of the bill within three years of enactment. Finally, H.R. 4058 would require the Government Accountability Office (GAO), within two years of enactment, to assess the effectiveness of FEMA's assistance to interested parties throughout the lifecycle of grants made for both programs.

The costs of the legislation, detailed in Table 1, fall within budget function 450 (community and regional development).

Table 1.—ESTIMATED INCREASES IN SPENDING SUBJECT TO APPROPRIATION UNDER H.R. 4058

	By fiscal year, millions of dollars—						
	2025	2026	2027	2028	2029	2030	2025–2030
Estimated Authorization	0	2	2	2	2	2	10
Estimated Outlays	0	1	2	2	2	2	9

Under current law, FEMA currently commits the equivalent of nine full-time employees to provide outreach and technical assistance to state and local governments under the two programs but does not administer annual surveys. Using information from the agency and based on the costs of similar administrative activities, CBO expects that FEMA would need seven employees, at an average annual cost of about $205,000 in 2025, to administer the annual surveys and increase assistance. Accounting for anticipated inflation and $2 million for contracts to support those activities, CBO estimates that FEMA's cost to implement the bill would total $8 million over the 2025–2030 period. In addition, CBO estimates that the GAO assessment would cost $1 million.

In total, CBO estimates that implementing the bill would cost $9 million over the 2025–2030 period. Any related spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Sean Christensen. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act of 1995.

DUPLICATIVE FEDERAL PROGRAMS

Pursuant to clause 3(c) of rule XIII, the Committee finds that H.R. 4058 does not contain any provision that establishes or reauthorizes a program known to be duplicative of another Federal program.

Statement of General Performance Goals and Objectives

Pursuant to clause 3(c)(4) of rule XIII, the objective of H.R. 4058 is to amend the Homeland Security Act of 2002 to increase stakeholder outreach with regard to the State Homeland Security Grant program and the Urban Area Security Initiative.

Congressional Earmarks, Limited Tax Benefits, and Limited Tariff Benefits

In compliance with rule XXI, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(d), 9(e), or 9(f) of rule XXI.

Advisory Committee Statement

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

Applicability to the Legislative Branch

The Committee finds that H.R. 4058 does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

Section-by-Section Analysis of the Legislation

Section 1. Short title

This section states that the Act may be cited as the "Enhancing Stakeholder Support and Outreach for Preparedness Grants Act."

Section 2. DHS grant outreach

This section requires the Administrator of the FEMA to, on an ongoing basis, provide stakeholder outreach, engagement, education, technical assistance, and support, prior to, during, and after the awarding of UASI grants and SHSP grants. This includes conducting annual surveys and other feedback mechanisms to gather input from State, local, Tribal, and territorial stakeholders, and incorporate this feedback into future SHSP and UASI grant funding opportunities.

Additionally, this section requires the GAO to submit a report within two years on the effectiveness of FEMA's outreach and support efforts related to these grant programs.

Further, this section requires the FEMA Administrator to submit a report to Congress on stakeholder outreach and engagement efforts within three years of enactment of the Act.

Changes in Existing Law Made by the Bill, as Reported

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (new matter is printed in italics and existing law in which no change is proposed is shown in roman):

HOMELAND SECURITY ACT OF 2002

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TITLE XX—HOMELAND SECURITY GRANTS

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Subtitle A—Grants to States and High-Risk Urban Areas

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SEC. 2003. URBAN AREA SECURITY INITIATIVE.

(a) ESTABLISHMENT.—There is established an Urban Area Security Initiative to provide grants to assist high-risk urban areas in preventing, preparing for, protecting against, and responding to acts of terrorism.

(b) ASSESSMENT AND DESIGNATION OF HIGH-RISK URBAN AREAS.—

(1) IN GENERAL.—The Administrator shall designate high-risk urban areas to receive grants under this section based on procedures under this subsection.

(2) INITIAL ASSESSMENT.—

(A) IN GENERAL.—For each fiscal year, the Administrator shall conduct an initial assessment of the relative threat, vulnerability, and consequences from acts of terrorism faced by each eligible metropolitan area, including consideration of—

(i) the factors set forth in subparagraphs (A) through (H) and (K) of section 2007(a)(1); and

(ii) information and materials submitted under subparagraph (B).

(B) SUBMISSION OF INFORMATION BY ELIGIBLE METROPOLITAN AREAS.—Prior to conducting each initial assessment under subparagraph (A), the Administrator shall provide each eligible metropolitan area with, and shall notify each eligible metropolitan area of, the opportunity to—

(i) submit information that the eligible metropolitan area believes to be relevant to the determination of the threat, vulnerability, and consequences it faces from acts of terrorism; and

(ii) review the risk assessment conducted by the Department of that eligible metropolitan area, including the bases for the assessment by the Department of the threat, vulnerability, and consequences from acts of terrorism faced by that eligible metropolitan area, and remedy erroneous or incomplete information.

(3) DESIGNATION OF HIGH-RISK URBAN AREAS.—

(A) DESIGNATION.—

(i) IN GENERAL.—For each fiscal year, after conducting the initial assessment under paragraph (2), and based on that assessment, the Administrator shall designate high-risk urban areas that may submit applications for grants under this section.

(ii) ADDITIONAL AREAS.—Notwithstanding paragraph (2), the Administrator may—

(I) in any case where an eligible metropolitan area consists of more than 1 metropolitan division (as that term is defined by the Office of Management and Budget) designate more than 1 high-risk urban area within a single eligible metropolitan area; and

(II) designate an area that is not an eligible metropolitan area as a high-risk urban area based on the assessment by the Administrator of the relative threat, vulnerability, and consequences from acts of terrorism faced by the area.

(iii) RULE OF CONSTRUCTION.—Nothing in this subsection may be construed to require the Administrator to—

(I) designate all eligible metropolitan areas that submit information to the Administrator under paragraph (2)(B)(i) as high-risk urban areas; or

(II) designate all areas within an eligible metropolitan area as part of the high-risk urban area.

(B) JURISDICTIONS INCLUDED IN HIGH-RISK URBAN AREAS.—

(i) IN GENERAL.—In designating high-risk urban areas under subparagraph (A), the Administrator shall determine which jurisdictions, at a minimum, shall be included in each high-risk urban area.

(ii) ADDITIONAL JURISDICTIONS.—A high-risk urban area designated by the Administrator may, in consultation with the State or States in which such high-risk urban area is located, add additional jurisdictions to the high-risk urban area.

(c) APPLICATION.—

(1) IN GENERAL.—An area designated as a high-risk urban area under subsection (b) may apply for a grant under this section.

(2) MINIMUM CONTENTS OF APPLICATION.—In an application for a grant under this section, a high-risk urban area shall submit—

(A) a plan describing the proposed division of responsibilities and distribution of funding among the local and tribal governments in the high-risk urban area;

(B) the name of an individual to serve as a high-risk urban area liaison with the Department and among the various jurisdictions in the high-risk urban area; and

(C) such information in support of the application as the Administrator may reasonably require.

(3) ANNUAL APPLICATIONS.—Applicants for grants under this section shall apply or reapply on an annual basis.

(4) STATE REVIEW AND TRANSMISSION.—

(A) IN GENERAL.—To ensure consistency with State homeland security plans, a high-risk urban area applying for a grant under this section shall submit its application to each State within which any part of that high-risk urban area is located for review before submission of such application to the Department.

(B) DEADLINE.—Not later than 30 days after receiving an application from a high-risk urban area under subparagraph (A), a State shall transmit the application to the Department.

(C) OPPORTUNITY FOR STATE COMMENT.—If the Governor of a State determines that an application of a high-risk urban area is inconsistent with the State homeland security plan of that State, or otherwise does not support the application, the Governor shall—

(i) notify the Administrator, in writing, of that fact; and

(ii) provide an explanation of the reason for not supporting the application at the time of transmission of the application.

(5) OPPORTUNITY TO AMEND.—In considering applications for grants under this section, the Administrator shall provide applicants with a reasonable opportunity to correct defects in the application, if any, before making final awards.

(d) DISTRIBUTION OF AWARDS.—

(1) IN GENERAL.—If the Administrator approves the application of a high-risk urban area for a grant under this section, the Administrator shall distribute the grant funds to the State or States in which that high-risk urban area is located.

(2) STATE DISTRIBUTION OF FUNDS.—

(A) IN GENERAL.—Not later than 45 days after the date that a State receives grant funds under paragraph (1), that State shall provide the high-risk urban area awarded that grant not less than 80 percent of the grant funds. Any funds retained by a State shall be expended on items, services, or activities that benefit the high-risk urban area.

(B) FUNDS RETAINED.—A State shall provide each relevant high-risk urban area with an accounting of the items, services, or activities on which any funds retained by the State under subparagraph (A) were expended.

(3) INTERSTATE URBAN AREAS.—If parts of a high-risk urban area awarded a grant under this section are located in 2 or more States, the Administrator shall distribute to each such State—

(A) a portion of the grant funds in accordance with the proposed distribution set forth in the application; or

(B) if no agreement on distribution has been reached, a portion of the grant funds determined by the Administrator to be appropriate.

(4) CERTIFICATIONS REGARDING DISTRIBUTION OF GRANT FUNDS TO HIGH-RISK URBAN AREAS.—A State that receives grant funds under paragraph (1) shall certify to the Administrator that the State has made available to the applicable high-risk urban area the required funds under paragraph (2).

(e) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated for grants under this section—

(1) $850,000,000 for fiscal year 2008;

(2) $950,000,000 for fiscal year 2009;

(3) $1,050,000,000 for fiscal year 2010;

(4) $1,150,000,000 for fiscal year 2011;

(5) $1,300,000,000 for fiscal year 2012; and

(6) such sums as are necessary for fiscal year 2013, and each fiscal year thereafter.

(f) OUTREACH AND TECHNICAL ASSISTANCE.—The Administrator shall, on an ongoing basis, provide stakeholder outreach, engagement, education, technical assistance, and support, prior to, during, and after the awarding of grants under this section, including relating to the following:

(1) Conducting annual surveys to collect feedback from State, local, Tribal, and territorial stakeholders on the awarding of such grants and the effectiveness of the Administrator's outreach efforts.

(2) Summaries of the surveys conducted pursuant to paragraph (1) and other State, local, Tribal, and territorial feedback and how such feedback was incorporated into subsequent grant notices of funding opportunities.

(3) Other feedback mechanisms that the Administrator determines appropriate.

SEC. 2004. STATE HOMELAND SECURITY GRANT PROGRAM.

(a) ESTABLISHMENT.—There is established a State Homeland Security Grant Program to assist State, local, and tribal governments in preventing, preparing for, protecting against, and responding to acts of terrorism.

(b) APPLICATION.—

(1) IN GENERAL.—Each State may apply for a grant under this section, and shall submit such information in support of the application as the Administrator may reasonably require.

(2) MINIMUM CONTENTS OF APPLICATION.—The Administrator shall require that each State include in its application, at a minimum—

(A) the purpose for which the State seeks grant funds and the reasons why the State needs the grant to meet the target capabilities of that State;

(B) a description of how the State plans to allocate the grant funds to local governments and Indian tribes; and

(C) a budget showing how the State intends to expend the grant funds.

(3) ANNUAL APPLICATIONS.—Applicants for grants under this section shall apply or reapply on an annual basis.

(c) DISTRIBUTION TO LOCAL AND TRIBAL GOVERNMENTS.—

(1) IN GENERAL.—Not later than 45 days after receiving grant funds, any State receiving a grant under this section shall make available to local and tribal governments, consistent with the applicable State homeland security plan—

(A) not less than 80 percent of the grant funds;

(B) with the consent of local and tribal governments, items, services, or activities having a value of not less than 80 percent of the amount of the grant; or

(C) with the consent of local and tribal governments, grant funds combined with other items, services, or activities having a total value of not less than 80 percent of the amount of the grant.

(2) CERTIFICATIONS REGARDING DISTRIBUTION OF GRANT FUNDS TO LOCAL GOVERNMENTS.—A State shall certify to the Administrator that the State has made the distribution to local and tribal governments required under paragraph (1).

(3) EXTENSION OF PERIOD.—The Governor of a State may request in writing that the Administrator extend the period under paragraph (1) for an additional period of time. The Administrator may approve such a request if the Administrator determines that the resulting delay in providing grant funding to the local and tribal governments is necessary to promote effective investments to prevent, prepare for, protect against, or respond to acts of terrorism.

(4) EXCEPTION.—Paragraph (1) shall not apply to the District of Columbia, the Commonwealth of Puerto Rico, American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, or the Virgin Islands.

(5) DIRECT FUNDING.—If a State fails to make the distribution to local or tribal governments required under paragraph (1) in a timely fashion, a local or tribal government entitled to receive such distribution may petition the Administrator to request that grant funds be provided directly to the local or tribal government.

(d) MULTISTATE APPLICATIONS.—

(1) IN GENERAL.—Instead of, or in addition to, any application for a grant under subsection (b), 2 or more States may submit an application for a grant under this section in support of multistate efforts to prevent, prepare for, protect against, and respond to acts of terrorism.

(2) ADMINISTRATION OF GRANT.—If a group of States applies for a grant under this section, such States shall submit to the Administrator at the time of application a plan describing—

(A) the division of responsibilities for administering the grant; and

(B) the distribution of funding among the States that are parties to the application.

(e) MINIMUM ALLOCATION.—

(1) IN GENERAL.—In allocating funds under this section, the Administrator shall ensure that—

(A) except as provided in subparagraph (B), each State receives, from the funds appropriated for the State Homeland Security Grant Program established under this section, not less than an amount equal to—

(i) 0.375 percent of the total funds appropriated for grants under this section and section 2003 in fiscal year 2008;

(ii) 0.365 percent of the total funds appropriated for grants under this section and section 2003 in fiscal year 2009;

(iii) 0.36 percent of the total funds appropriated for grants under this section and section 2003 in fiscal year 2010;

(iv) 0.355 percent of the total funds appropriated for grants under this section and section 2003 in fiscal year 2011; and

(v) 0.35 percent of the total funds appropriated for grants under this section and section 2003 in fiscal year 2012 and in each fiscal year thereafter; and

(B) for each fiscal year, American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the Virgin Islands each receive, from the funds appropriated for the State Homeland Security Grant Program established under this section, not less than an amount equal to 0.08 percent of the total funds appropriated for grants under this section and section 2003.

(2) EFFECT OF MULTISTATE AWARD ON STATE MINIMUM.—Any portion of a multistate award provided to a State under subsection (d) shall be considered in calculating the minimum State allocation under this subsection.

(f) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated for grants under this section—

(1) $950,000,000 for each of fiscal years 2008 through 2012; and

(2) such sums as are necessary for fiscal year 2013, and each fiscal year thereafter.

(g) OUTREACH AND TECHNICAL ASSISTANCE.—The Administrator shall, on an ongoing basis, provide stakeholder outreach, engagement, education, technical assistance, and support, prior to, during, and after the awarding of grants under this section, including relating to the following:

(1) Conducting annual surveys to collect feedback from State, local, Tribal, and territorial stakeholders on the awarding of such grants and the effectiveness of the Administrator's outreach efforts.

(2) Summaries of the surveys conducted pursuant to paragraph (1) and other State, local, Tribal, and territorial feedback and how such feedback was incorporated into subsequent grant notices of funding opportunities.

(3) Other feedback mechanisms that the Administrator determines appropriate.

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