

At a Glance

S. 2971, CAPTA Reauthorization Act of 2019

As reported by the Senate Committee on Health, Education, Labor, and Pensions on January 15, 2020

By Fiscal Year, Millions of Dollars	2020	2020-2025	2020-2030
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	2	1,653	not estimated
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 2031?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No

The bill would

- Reauthorize and amend the Child Abuse Prevention and Treatment Act, title II of the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978, and the Family Violence Prevention and Services Act
- Create a new discretionary grant program aimed at addressing and preventing violence in underserved communities

Estimated budgetary effects would primarily stem from

- Authorizing appropriations for new and existing programs

Detailed estimate begins on the next page.

Bill Summary

S. 2971 would reauthorize and amend the Child Abuse Prevention and Treatment Act (CAPTA) and title II of the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978. The bill would authorize the appropriation of whatever amounts are necessary to administer the programs in those acts for fiscal years 2020 through 2025. S. 2971 also would reauthorize and amend the Family Violence Prevention and Services Act (FVPSA). The bill would specifically authorize the appropriation of \$1.2 billion over the 2020-2025 period for existing programs under that act and also would authorize the appropriation of whatever amounts are necessary to administer a new FVPSA program over that same period.

Estimated Federal Cost

The estimated budgetary effect of S. 2971 is shown in Table 1. The costs of the legislation fall within budget functions 500 (education, training, employment, and social services) and 550 (health).

Basis of Estimate

For this estimate, CBO assumes that S. 2971 will be enacted before the start of fiscal year 2021 and that authorized and necessary amounts will be appropriated in each year. Estimated outlays for existing programs are based on historical spending patterns for those or similar programs.

CAPTA Programs and Adoption Opportunities

The authorizations for the programs under CAPTA and title II of the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978 expired at the end of 2015. The bill would reauthorize and amend:

- CAPTA state grants and child abuse discretionary activities (title I),
- Community-based child abuse prevention grants (title II), and
- Adoption opportunities research and services (title III).

In 2020, the Department of Health and Human Services (HHS) allocated \$223 million for those programs—\$125 million for title I, \$56 million for title II, and \$42 million for title III. Using information from HHS and other program experts, CBO estimates that the amounts allocated in 2020 will generally be sufficient to fulfill the requirements authorized in the bill. Accordingly, CBO did not estimate that additional authorizations would be necessary for activities in 2020. CBO estimated the amounts for 2021 through 2025 by inflating the 2020 allocations with the inflation rates that underlie CBO's March 2020 baseline. In addition, title I would require HHS to newly report to the Congress on best practices related to the identification of injuries that suggest child abuse. Using information from HHS, CBO

estimates that preparing that report would cost about \$4 million over the 2020-2025 period. In total, CBO estimates that implementing those titles would cost \$785 million over the 2020-2025 period—\$365 million for title I, \$239 million for title II, and \$181 million for title III.

**Table 1.
Estimated Increases in Spending Subject to Appropriation Under S. 2971**

	By Fiscal Year, Millions of Dollars						2020-2025
	2020	2021	2022	2023	2024	2025	
Title I, CAPTA Grants^a							
Estimated Authorization	4	128	130	133	136	139	670
Estimated Outlays	*	15	41	71	105	133	365
Title II, Community-Based Grants^a							
Estimated Authorization	0	57	59	60	61	63	300
Estimated Outlays	0	17	46	56	59	61	239
Title III, Adoption Research and Services^a							
Estimated Authorization	0	43	44	45	46	48	226
Estimated Outlays	0	13	35	42	45	46	181
Title IV, Reauthorize and Amend FVPSA^b							
Estimated Authorization	11	206	211	216	221	226	1,091
Estimated Outlays	2	66	167	200	212	221	868
Total Changes							
Estimated Authorization	15	434	444	454	464	476	2,287
Estimated Outlays	2	111	289	369	421	461	1,653

CAPTA= Child Abuse Prevention and Treatment Act; FVPSA= Family Violence Prevention and Services Act;
* = between zero and \$500,000.

a. The bill would authorize the appropriation of whatever amounts are necessary for 2020. In 2020, the Department of Health and Human Services (HHS) allocated a combined \$223 million for the programs in titles I, II, and III. CBO expects that those amounts would generally be sufficient to meet the activities authorized in the bill, and thus has not shown any increased authorization for those programs. However, the bill would require HHS to undertake a new study on CAPTA. Because that study is not part of the existing allocation, CBO has shown an estimated authorization of \$4 million in 2020.

b. In 2020, HHS allocated a combined \$193 million for FVPSA programs. The bill would authorize different amounts for each FVPSA program. For programs with an authorization that exceeds the allocated amount, CBO estimates that the authorization is equal to the difference between the amount authorized to be appropriated in the bill and the amount HHS allocated for 2020. As a result, CBO estimates that the bill would increase FVPSA authorizations in 2020 by about \$5 million for existing programs. CBO estimates the authorization of an additional \$6 million in 2020 to create and administer a new discretionary FVPSA grant program.

Family Violence Prevention and Services Act Programs

Title IV would reauthorize and amend FVPSA programs, including grants to states for local organizations to provide shelter, services, and support; the National Domestic Violence Hotline; and the Domestic Violence Prevention Enhancement and Leadership Through Alliances (DELTA) program. Those programs’ authorizations expired at the end of 2015 but HHS has continued to allocate funds for them. The bill would authorize the appropriation of

\$195 million in 2020 and a total of \$1,048 million over the 2021-2025 period for existing FVPSA programs. HHS has allocated \$193 million for those programs in 2020, including amounts that are lower than the bill's authorizations for general FVPSA programs and the DELTA program, and higher for the National Domestic Violence Hotline. For programs with an authorization higher than the allocation, CBO estimates that the bill would effectively authorize the difference between the two amounts. As a result, CBO estimates that S. 2971 would increase FVPSA authorizations in 2020 by about \$5 million for existing programs.

In addition to amending and reauthorizing existing programs, the bill would authorize the appropriation of whatever amounts are necessary to create and administer a new discretionary FVPSA program to fund grants to community-based nonprofit and nongovernmental organizations for addressing or preventing violence in underserved communities. Based on the amounts used for similar programs, CBO estimates that administering the new program would require about \$6 million in 2020, which would be distributed among several grantees. As with the estimate for CAPTA programs, CBO estimated the amounts for 2021 through 2025 by inflating the 2020 estimate with the projections of inflation that underlie CBO's March 2020 baseline.

In total, and including the costs for the new program, CBO estimates that implementing title IV would cost \$868 million over the 2020-2025 period.

Pay-As-You-Go Considerations: None.

Increase in Long-Term Deficits: None.

Mandates: None.

Previous CBO Estimate

On May 14, 2019, CBO transmitted a [cost estimate for H.R. 2480](#), the Stronger Child Abuse Prevention and Treatment Act, as ordered reported by the House Committee on Education and Labor on May 8, 2019. Both bills would reauthorize and amend CAPTA and title II of the Child Abuse Prevention and Treatment and Adoption Reform Act of 1978. H.R. 2480 would authorize the appropriation of specific amounts for programs in those acts; S. 2971 would authorize the appropriation of whatever amounts are necessary. S. 2971 also would reauthorize and amend FVPSA; H.R. 2480 would not.

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