

At a Glance

H.R. 6655, A Stronger Workforce for America Act

As ordered reported by the House Committee on Education and the Workforce on December 12, 2023

By Fiscal Year, Millions of Dollars	2024	2024-2028	2024-2033
Direct Spending (Outlays)	0	-18	-24
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	-18	-24
Spending Subject to Appropriation (Outlays)	0	20,493	38,268

Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2034?	No	Statutory pay-as-you-go procedures apply?	Yes
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2034?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No

The bill would

- Revise and reauthorize programs that provide job training, employment, adult education, and literacy
- Authorize the appropriation of specific amounts for those programs
- Authorize the Department of Labor to spend a portion of the fees collected during the H-1B application process on individual training accounts instead of demonstration projects

Estimated budgetary effects would mainly stem from

- Authorizing appropriations for grants and job training activities
- Changing how the Department of Labor can spend a portion of funds collected from H-1B fees

Detailed estimate begins on the next page.

See also

[CBO's Cost Estimates Explained](#), [CBO Describes Its Cost-Estimating Process](#), [Glossary](#)



Bill Summary

H.R. 6655 would reauthorize and amend titles I and II of the Workforce Innovation and Opportunity Act (WIOA), including the Adult Education and Family Literacy Act. The bill also would authorize appropriations for programs related to those purposes. Finally, the bill would change how the Department of Labor (DOL) can spend a portion of fees collected during the H-1B application process from demonstration projects to individual training accounts.

Estimated Federal Cost

The estimated budgetary effect of H.R. 6655 is shown in Table 1. The costs of the legislation fall within budget function 500 (education, employment, training, and social services).

Table 1. Estimated Budgetary Effects of H.R. 6655												
	By Fiscal Year, Millions of Dollars										2024- 2028	2024- 2033
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033		
	Increases in Spending Subject to Appropriation											
Authorization	0	6,385	6,385	6,385	6,385	6,385	6,385	751	0	0	25,540	39,061
Estimated Outlays	0	2,638	5,545	6,087	6,223	6,263	6,267	3,652	1,263	330	20,493	38,268
	Decreases in Direct Spending											
Estimated Budget Authority	-8	-24	-26	-27	-27	-28	-29	-30	-32	-31	-112	-262
Estimated Outlays	0	-4	-13	*	-1	-1	-1	-1	-1	-2	-18	-24

* = between -\$500,000 and zero.

Basis of Estimate

For this estimate, CBO assumes that the bill will be enacted early in calendar year 2024 and that the bill would become effective on July 1, 2024, at the start of the new program year for WIOA. Authorization of appropriations for these programs and activities expired after 2020 but funds have been provided in annual appropriation acts since that expiration.

Spending Subject to Appropriation

H.R. 6655 would authorize the appropriation of \$39.1 billion over the 2025-2031 period. Assuming appropriation of those amounts, CBO estimates that implementing the bill would cost \$38.3 billion over the 2024-2033 period (see Table 2).



Table 2.
Estimated Increases in Spending Subject to Appropriation Under H.R. 6655

	By Fiscal Year, Millions of Dollars										2024-2028	2024-2033
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033		
Workforce Development Activities												
Authorization	0	5,569	5,569	5,569	5,569	5,569	5,569	0	0	0	22,276	33,414
Estimated Outlays	0	2,608	4,948	5,313	5,407	5,447	5,451	2,843	503	138	18,276	32,658
Adult Education and Family Literacy												
Authorization	0	751	751	751	751	751	751	751	0	0	3,004	5,257
Estimated Outlays	0	23	563	713	751	751	751	751	729	188	2,050	5,220
Wagner-Peyser Act												
Authorization	0	65	65	65	65	65	65	0	0	0	260	390
Estimated Outlays	0	7	34	61	65	65	65	58	31	4	167	390
Total Changes												
Authorization	0	6,385	6,385	6,385	6,385	6,385	6,385	751	0	0	25,540	39,061
Estimated Outlays	0	2,638	5,545	6,087	6,223	6,263	6,267	3,652	1,263	330	20,493	38,268

Workforce Development Activities. Title I of the bill would revise and reauthorize title I of WIOA, including programs that make grants for employment and training services for adults, dislocated workers, veterans, youth, and people with barriers to employment. The bill would authorize the appropriation of \$5.6 billion annually from 2025 through 2030 for those programs. (In 2023, \$5.6 billion was appropriated for those purposes.) Assuming appropriation of the authorized amounts, CBO estimates that implementing title I would cost \$32.7 billion over the 2024-2033 period.

Adult Education and Family Literacy. Title II would revise and reauthorize the adult training services in WIOA. The bill would authorize the appropriation of \$751 million annually from 2025 through 2030. This authorization would automatically be extended for one additional year, through 2031, under the General Education Provisions Act. (In 2023, the Department of Education allocated \$729 million for those purposes.) Assuming appropriation of the authorized amounts, CBO estimates that implementing title II would cost \$5.2 billion over the 2024-2033 period.

Wagner-Peyser Act. Title III would revise and reauthorize the workforce and labor market information system in the Wagner-Peyser Act. The bill would authorize the appropriation of \$65 million annually from 2025 through 2030. (In 2023, \$63 million was appropriated for those purposes.) Assuming appropriation of the authorized amounts, CBO estimates that implementing title III would cost \$390 million over the 2024-2033 period.



Direct Spending

Under current law, some H-1B fees are credited to DOL and the department may spend 50 percent of those funds on job training programs in specific industries, although a significant portion of those funds are not spent. The bill would permanently rescind 12 percent of the funds available to DOL each year and would require the department to spend the remainder on individual training accounts for dislocated workers. Those workers can use the funds credited to their individual training accounts to pay for training services they choose from a list of eligible providers. CBO estimates that the rescission would reduce budget authority by \$262 million over the 2024-2033 period. CBO estimates that those changes would only decrease direct spending by \$24 million over the 2024-2033 period, because DOL historically does not spend all of the funds made available from those fees.

Pay-As-You-Go Considerations

The Statutory Pay-As-You-Go Act of 2010 establishes budget-reporting and enforcement procedures for legislation affecting direct spending or revenues. The net changes in outlays that are subject to those pay-as-you-go procedures are shown in Table 3.

Table 3.
CBO’s Estimate of the Statutory Pay-As-You-Go Effects of H.R. 6655, A Stronger Workforce for America Act, as Ordered Reported by the House Committee on Education and the Workforce on December 12, 2023

	By Fiscal Year, Millions of Dollars										2024-2028	2024-2033
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033		
	Net Decrease in the Deficit											
Pay-As-You-Go Effect	0	-4	-13	0	-1	-1	-1	-1	-1	-2	-18	-24

Increase in Long-Term Net Direct Spending and Deficits

CBO estimates that enacting H.R. 6655 would not increase net direct spending or deficits in any of the four consecutive 10-year periods beginning in 2034.

Mandates

The bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act.



Estimate Prepared By

Federal Costs:

Meredith Decker (Department of Labor)
Garrett Quenneville (Department of Education)

Mandates: Erich Dvorak

Estimate Reviewed By

Elizabeth Cove Delisle
Chief, Income Security Cost Estimates Unit

Justin Humphrey
Chief, Finance, Housing, and Education Cost Estimates Unit

Kathleen FitzGerald
Chief, Public and Private Mandates Unit

H. Samuel Papenfuss
Deputy Director of Budget Analysis

Estimate Approved By

Phillip L. Swagel
Director, Congressional Budget Office