

At a Glance

H.R. 1585, Violence Against Women Reauthorization Act of 2019

As passed by the House of Representatives on April 4, 2019

By Fiscal Year, Millions of Dollars	2019	2019-2024	2019-2029
Direct Spending (Outlays)	0	6	16
Revenues	0	2	7
Deficit Effect	0	4	9
Spending Subject to Appropriation	0	4,175	6,592
Statutory pay-as-you-go procedures apply?	Yes	Mandate Effects	
Increases on-budget deficits in any of the four consecutive 10-year periods beginning in 2030?	< \$5 billion	Contains intergovernmental mandate?	Yes, Under Threshold
		Contains private-sector mandate?	Yes, Under Threshold

n.e. = not estimated

The act would

- Authorize the appropriation of nearly \$1.1 billion annually over the 2020-2024 period for programs in the Department of Justice (DOJ), the Department of Health and Human Services (HHS), the Department of Housing and Urban Development (HUD), and the Department of Labor (DOL) to combat violence against women.
- Increase direct spending and revenues by expanding eligibility for unemployment compensation benefits.
- Impose intergovernmental and private-sector mandates by preempting state unemployment insurance laws and by restricting firearm sales.

Estimated budgetary effects would primarily stem from

- New specified authorizations of appropriations for programs that address violence against women
- Expanding eligibility for unemployment compensation benefits

Detailed estimate begins on the next page.



Bill Summary

H.R. 1585 would specifically authorize the appropriation of nearly \$1.1 billion annually over the 2020-2024 period for programs administered by DOJ, HHS, HUD, and DOL to combat violence against women. In addition, the act would increase direct spending and revenues by expanding eligibility for unemployment compensation benefits.

Estimated Federal Cost

The estimated budgetary effect of H.R. 1585 is shown in Table 1. The costs of the legislation fall within budget functions 500 (education and training), 550 (health), 600 (income security), and 750 (administration of justice).

Table 1.
Estimated Budgetary Effects of H.R. 1585

	By Fiscal Year, Millions of Dollars											2019-2024	2019-2029
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029		
Increases in Direct Spending													
Estimated Budget Authority	0	*	1	1	2	2	2	2	2	2	2	6	16
Estimated Outlays	0	*	1	1	2	2	2	2	2	2	2	6	16
Increases in Revenues													
Estimated Revenues	0	0	0	*	1	1	1	1	1	1	1	2	7
Net Increase in the Deficit From Changes in Direct Spending and Revenues													
Effect on the Deficit	0	*	1	1	1	1	1	1	1	1	1	4	9
Increases in Spending Subject to Appropriation													
Estimated Authorization	0	1,129	1,148	1,170	1,196	1,222	148	153	155	157	159	5,863	6,637
Estimated Outlays	0	309	676	904	1,070	1,215	956	613	413	276	159	4,175	6,592

Components may not sum to totals because of rounding; * = between zero and \$500,000

Basis of Estimate

CBO assumes that the legislation will be enacted near the end of fiscal year 2019, that the necessary amounts will be provided for each year, and that spending will follow historical spending patterns for similar activities.

Direct Spending and Revenues

Section 703 of H.R. 1585 would expand eligibility for unemployment compensation benefits to individuals who voluntarily separate from work because they are victims of domestic violence, sexual assault, stalking, or sexual or other harassment. Most states already have similar policies or regulations for domestic violence and sexual harassment victims. Based on data from states with similar policies, CBO estimates that enactment of this section would increase direct



spending by about \$16 million over the 2019-2029 period. Because of its effects on balances in the state unemployment accounts, enacting this title also would increase revenues by about \$7 million over the 2019-2029 period.

The act also would broaden the coverage of existing crimes relating to violence against women. Enacting the legislation could increase collections of criminal fines (which are recorded in the budget as revenues) for violations of these offenses. CBO estimates that any additional collections would not be significant because of the relatively small number of additional cases likely to be affected. Criminal fines are recorded as revenues, deposited in the Crime Victims Fund, and subsequently spent without further appropriation.

Spending Subject to Appropriation

H.R. 1585 would specifically authorize the appropriation of nearly \$5.5 billion over the 2020-2024 period. Assuming appropriation of those amounts plus funds for other activities required by the act, CBO estimates that implementing the legislation would cost about \$4.2 billion over the same period (see Table 2).

Table 2.
Estimated Increases in Spending Subject to Appropriation

	By Fiscal Year, Millions of Dollars						2019-2024
	2019	2020	2021	2022	2023	2024	
DOJ Programs with Specified Authorizations							
Authorization	0	900	897	897	897	897	4,490
Estimated Outlays	0	198	467	647	781	898	2,991
HHS Programs with Specified Authorizations							
Authorization	0	165	165	165	165	165	825
Estimated Outlays	0	60	134	157	161	164	675
HUD Programs with Specified Authorizations							
Authorization	0	20	20	20	20	20	100
Estimated Outlays	0	17	20	20	20	20	97
DOL Programs with Specified Authorizations							
Authorization	0	1	12	12	12	12	49
Estimated Outlays	0	*	4	10	12	12	38
Other Activities							
Estimated Authorization	0	43	53	75	101	127	400
Estimated Outlays	0	34	51	71	96	122	374
Total Changes							
Estimated Authorization	0	1,129	1,148	1,170	1,196	1,222	5,863
Estimated Outlays	0	309	676	904	1,070	1,215	4,175

Components may not sum to totals because of rounding; * = between zero and \$500,000



Programs with Specified Authorizations. H.R. 1585 would authorize the appropriation of \$4.49 billion over the 2020-2024 period for DOJ to make grants to state, local, and tribal governments and nonprofit organizations for programs to reduce violence against women. Activities authorized by the act include legal assistance for victims, outreach services for victims of rural domestic violence, and training for investigators and prosecutors of sexual assault crimes. CBO estimates that implementing those programs would cost about \$3 billion over the 2020-2024 period.

The legislation would authorize the appropriation of \$825 million over the 2020-2024 period for HHS programs, including grants for rape prevention and education programs and grants to educate health professionals who treat victims of domestic violence and similar crimes. CBO estimates that implementing those programs would cost \$675 million over the 2020-2024 period.

H.R. 1585 would authorize the appropriation of \$100 million over the 2020-2024 period to provide housing vouchers for victims. Households that receive housing vouchers pay a portion of their income—usually about 30 percent of their adjusted household income—for rent on units they find in the private housing market. Assuming appropriation of those amounts, CBO estimates that implementing this provision would cost \$97 million over the five-year period.

Based on current agency practice, CBO assumes that those authorized appropriations would provide the first year of voucher assistance for victims and that the Department of Housing and Urban Development (HUD) would use its annual appropriations to renew the vouchers in subsequent years. CBO’s estimate of the budgetary effects of those renewals is discussed under the heading “Programs with Estimated Authorizations.”

The act also would authorize the appropriation of \$49 million over the 2020-2024 period for DOL grants to state, tribal, or local agencies to provide training on sexual and other harassment to caseworkers who administer the temporary assistance for needy families program. Based on similar grant programs, CBO estimates that those grants would cost \$38 million over the 2020-2024 period.

Programs with Estimated Authorizations. In addition to programs for which H.R. 1585 specifies authorizations of appropriations, CBO estimates that federal agencies would need additional appropriations to carry out other requirements in the bill. In total, CBO estimates that complying with those requirements would cost \$374 million over the 2020-2024 period. The largest of these costs would cover the following activities:

- Allowing HUD to renew housing vouchers for domestic violence victims. As described under the heading “Programs with Specified Authorizations,” H.R. 1585 would authorize the appropriation of funds for housing vouchers for victims of domestic violence. CBO assumes that those authorized appropriations would provide one year of voucher assistance and that HUD would use annual appropriations to renew those



vouchers in subsequent years. CBO estimates that implementing this provision would cost \$184 million over the 2020-2024 period.

- Requiring HUD to carry out domestic violence training for the staff that administer HUD housing programs. In addition, H.R. 1585 would require HUD to review annually the compliance of grantees with HUD’s policies on domestic violence. Based on the cost of similar training and reviews, CBO estimates that implementing the provision would cost \$47 million over the 2020-2024 period.
- Requiring the Bureau of Prisons (BOP) to establish an office to determine the placement of prisoners and to develop protocols for placing prisoners with their children and ensuring the safety of transgender and intersex prisoners. The bill also would require the BOP to provide parenting classes for prisoners who are primary caretakers, to provide training to corrections officers to screen prisoners for trauma, and to provide gynecological healthcare and hygienic products to all prisoners. Based on information from BOP, CBO estimates that implementing those provisions would cost about \$100 million over the 2020-2024 period.

In addition CBO estimates that DOJ activities to improve the background check process and certain DOL and HHS education programs would cost about \$45 million.

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 and revenues that are subject to those pay-as-you-go procedures are shown in Table 3.

Table 3.
CBO’s Estimate of Pay-As-You-Go Effects of H.R. 1585

	By Fiscal Year, Millions of Dollars											2019-2024	2019-2029
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029		
	Net Increase in the Deficit												
Statutory Pay-As-You-Go Effect	0	0	1	1	1	1	1	1	1	1	1	4	9
Memorandum:													
Changes in Outlays	0	0	1	1	2	2	2	2	2	2	2	6	16
Changes in Revenues	0	0	0	0	1	1	1	1	1	1	1	2	7

Increase in Long-Term Deficits

CBO estimates that enacting H.R. 1585 would not increase on-budget deficits by more than \$5 billion in any of the four consecutive 10-year periods beginning in 2030.



Mandates

H.R. 1585 would impose an intergovernmental mandate as defined in the Unfunded Mandates Reform Act (UMRA) by preempting state laws governing eligibility for unemployment insurance. The act would preempt any state or local law that prevents an individual who voluntarily separates from work from receiving unemployment benefits if that separation is the result of sexual or other harassment, domestic violence, or related crimes. Complying with this new minimum standard would therefore require some states to offer unemployment benefits to more individuals. Based on information published by the Department of Labor, most states already offer benefits to individuals who leave employment on these grounds, particularly in cases of sexual or other harassment. Because the mandate would only affect a small number of states and a narrow set of unemployment insurance claims, CBO estimates the cost of the mandate would not exceed the intergovernmental threshold established in UMRA (\$82 million in 2019, adjusted annually for inflation).

The legislation would expand a prohibition on the sale of firearms to include sales to individuals convicted of a misdemeanor crime of stalking or subject to certain restraining orders. By limiting such sales, the act would impose a private-sector mandate on firearm sellers. Because the number of additional individuals restricted from purchases and the number of affected sales would be small, CBO estimates the cost of the mandate would not exceed the private-sector threshold established in UMRA (\$164 million in 2019, adjusted annually for inflation).

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