



**CONGRESSIONAL BUDGET OFFICE  
COST ESTIMATE**

August 3, 2017

**S. 1312  
Trafficking Victims Protection Act of 2017**

*As reported by the Senate Committee on the Judiciary on August 1, 2017*

**SUMMARY**

S. 1312 would reauthorize several programs within the Departments of Justice (DOJ), Health and Human Services (HHS), Labor, and State that combat trafficking in persons. The bill would specifically authorize the appropriation of \$444 million over the 2018-2022 period for those purposes. In total, CBO estimates that implementing the bill would cost about \$333 million over the 2018-2022 period, assuming appropriation of the specified and estimated amounts. The remaining amounts would spend in years after 2022.

Enacting the bill could affect direct spending and revenues; therefore, pay-as-you-go procedures apply. However, CBO estimates that any such effects would be insignificant in each year and over the 2018-2027 period.

CBO estimates that enacting S. 1312 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2028.

S. 1312 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA).

**ESTIMATED COST TO THE FEDERAL GOVERNMENT**

The estimated budgetary effect of S. 1312 is shown in the following table. The costs of this legislation fall within budget functions 150 (international affairs), 500 (education, training, employment, and social services), 600 (income security), and 750 (administration of justice).

	By Fiscal Year, in Millions of Dollars						2017- 2022
	2017	2018	2019	2020	2021	2022	
<b>INCREASES IN SPENDING SUBJECT TO APPROPRIATION</b>							
Department of Justice							
Authorization Level	0	74	89	89	89	15	356
Estimated Outlays	0	16	42	61	75	71	265
Department of State and Overseas Assistance							
Authorization Level	0	15	15	15	15	0	60
Estimated Outlays	0	1	3	8	11	12	35
Department of Health and Human Services							
Authorization Level	0	2	2	2	2	0	8
Estimated Outlays	0	2	2	2	2	*	8
Department of Labor							
Authorization Level	0	5	5	5	5	0	20
Estimated Outlays	0	3	4	4	5	2	18
Miscellaneous Provisions							
Estimated Authorization Level	0	3	1	1	1	*	7
Estimated Outlays	0	2	2	1	1	*	7
Total Changes							
Estimated Authorization Level	0	99	112	112	112	15	451
Estimated Outlays	0	24	53	76	95	85	333

Notes: \* = between zero and \$500,000; numbers may not add up to totals because of rounding.

Assuming appropriation of the necessary amounts, an additional \$117 million would spend in years after 2022.

## **BASIS OF ESTIMATE**

For this estimate, CBO assumes that S. 1312 will be enacted near the start of 2018, that the necessary amounts will be appropriated near the start of each year, and that outlays will follow historical patterns for similar and existing programs.

### **Spending Subject to Appropriation**

Nearly all of the bill's effect on spending subject to appropriation would stem from amounts specifically authorized to be appropriated, which total \$96 million in 2018 and \$444 million over the 2018-2022 period for several programs (mostly in DOJ). CBO cannot determine how much was appropriated for those programs in 2017 because DOJ has not completed a final allocation of its 2017 appropriation for those programs.

**Department of Justice.** Provisions in S. 1312 would authorize the appropriation of \$356 million over the 2018-2022 period for DOJ programs related to human trafficking. CBO estimates that implementing those provisions would cost \$265 million over the 2018-2022 period. Specifically, the bill would authorize the appropriation of:

- \$74 million annually over the 2018-2021 period to DOJ for grants to assist victims of trafficking and activities to combat trafficking in persons; and
- \$15 million annually over the 2019-2022 period to DOJ for grants to combat crimes against children.

**Department of State and Overseas Assistance.** The bill would authorize the appropriation of \$15 million each year over the 2018-2021 period for ongoing foreign assistance programs to deter trafficking and assist victims of trafficking. CBO estimates that implementing those provisions would cost \$35 million over the 2018-2022 period.

**Department of Health and Human Services.** S. 1312 would authorize the appropriation of \$2 million annually over the 2018-2021 period for HHS to provide grants to independent child advocates for victims of child trafficking and other vulnerable unaccompanied minors. CBO estimates that implementing the provision would cost \$8 million over the 2018-2022 period.

**Department of Labor.** S. 1312 would authorize the appropriation of \$5 million each year over the 2018-2021 period for the Department of Labor to provide assistance to trafficking victims in the United States who are citizens and legal permanent residents. CBO estimates that implementing the provision would cost \$18 million over the 2018-2022 period.

**Miscellaneous Provisions.** CBO estimates that implementing S. 1312 would cost \$5 million over the 2018-2022 period for several federal agencies to hold an annual conference and conduct research on human trafficking. In addition, the bill would require DOJ and the Department of Homeland Security (DHS) to prepare several reports and to update training and protocols related to trafficking activities. Based on the cost of similar activities, CBO estimates it would cost \$2 million over the 2018-2019 period for DOJ and DHS to implement these provisions.

### **Direct Spending and Revenues**

S. 1312 would authorize the DOJ Crime Victims Fund to cover costs for certain programs that provide services to victims of crime. CBO projects that all balances and new deposits into the Crime Victims Fund will be spent under current law; thus, enacting the bill would not significantly affect spending from the fund in any year.

S. 1312 also would broaden the coverage of current laws related to slavery and human trafficking. As a result, the government might be able to pursue cases that it otherwise would not be able to prosecute. Because those prosecuted and convicted under S. 1312 could be subject to criminal fines, the federal government might collect additional fines under the bill. Criminal fines are recorded in the budget as revenues, deposited in the Crime Victims Fund, and later spent without further appropriation action. CBO expects that any additional revenues and subsequent direct spending would not be significant because the legislation would probably affect only a small number of cases.

## **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 and revenues. CBO estimates that enacting S. 1312 would not significantly affect direct spending or revenues in any year from 2018 through 2027 or over the 10-year period.

## **INCREASE IN LONG-TERM DIRECT SPENDING AND DEFICITS**

CBO estimates that enacting S. 1312 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2028.

## **INTERGOVERNMENTAL AND PRIVATE-SECTOR IMPACT**

S. 1312 contains no intergovernmental or private-sector mandates as defined in UMRA. State and local law enforcement offices would benefit from grants authorized in the bill to provide resources to victims of human trafficking and unaccompanied minors. Any costs to state or local governments would result from complying with conditions of assistance.

## **PREVIOUS CBO ESTIMATE**

On May 17, 2017, CBO transmitted a cost estimate for H.R. 2200, the Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2017, as ordered reported by the House Committee on Foreign Affairs on May 3, 2017. The differences in the estimated costs reflect the differences in the underlying bills.

**ESTIMATE PREPARED BY:**

Federal Costs:

Departments of Justice and Homeland Security—Mark Grabowicz  
Department of State and Overseas Assistance—Sunita D’Monte  
Department of Health and Human Services—Susanne Mehlman  
Department of Labor—Christi Hawley Anthony

Impact on State, Local, and Tribal Governments: Rachel Austin

Impact on the Private Sector: Paige Piper/Bach

**ESTIMATE APPROVED BY:**

H. Samuel Papenfuss  
Deputy Assistant Director for Budget Analysis