



CONGRESSIONAL BUDGET OFFICE
COST ESTIMATE

October 23, 2018

H.R. 6413
Strategy to Oppose Predatory Organ Trafficking Act
As ordered reported by the House Committee on Foreign Affairs on September 27, 2018

SUMMARY

H.R. 6413 would amend the Trafficking Victims Protection Act (TVPA) to include the trafficking of persons for the removal of their organs in that act’s definition of victims of trafficking. It also would require the Department of State to report to the Congress on such trafficking. On the basis of information from the department and assuming appropriation of the estimated amounts, CBO estimates that implementing the bill would cost \$13 million over the 2019-2023 period.

Pay-as-you-go procedures apply because H.R. 613 would affect direct spending and revenues; however, CBO estimates that those effects would not be significant.

CBO estimates that enacting H.R. 6413 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

H.R. 6413 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 H.R. 6413 is shown in the following table. The costs of the legislation fall within budget function 150 (international affairs).

	By Fiscal Year, in Millions of Dollars					2019-2023
	2019	2020	2021	2022	2023	
INCREASES IN SPENDING SUBJECT TO APPROPRIATION						
Estimated Authorization Level	3	3	3	3	3	14
Estimated Outlays	2	2	3	3	3	13

Numbers may not add up to totals because of rounding.

BASIS OF ESTIMATE

For this estimate, CBO assumes that H.R. 6413 will be enacted early in calendar year 2019, that the estimated amounts will be appropriated each fiscal year, and that outlays will match historical spending patterns for similar activities.

Spending Subject to Appropriation

Section 6 would expand the definition of a victim of trafficking in the TVPA to include people who are recruited, transported, or harbored for the purpose of removing one or more of their organs. Under that act, the Department of State and several other federal agencies implement programs to reduce trafficking in persons and to assist victims of trafficking. The TVPA authorized specific appropriations for those programs through 2017. On the basis of information from the Department of State (the agency that coordinates implementation of the TVPA) and the level of funding authorized for 2017, CBO estimates that broadening the scope of those anti-trafficking and assistance programs would cost \$1 million in 2019 and \$5 million in total over the 2019-2023 period.

Section 7 would require the Department of State to submit an annual report to the Congress detailing the practice of trafficking persons to remove their organs and describing the efforts by the department and foreign countries to prevent such trafficking. On the basis of information from the department, CBO estimates it would require the equivalent of seven additional employees at an average cost (including travel) of \$250,000 each year. Those employees would provide training and updated guidance on organ trafficking, engage with other countries and multilateral institutions, gather information, and produce the report. In total, CBO estimates that implementing the reporting requirements would cost \$8 million over the 2019-2023 period.

Actual costs could differ if the Congress appropriates more or less than the amounts estimated here; such decisions could be based on information from federal agencies or other sources that differ from the information CBO used for this estimate.

Direct Spending and Revenues

Section 5 would authorize the Secretary of State to deny a passport to any U.S. citizen who has been convicted of unlawfully procuring, transferring, or receiving an organ for transplant, or to revoke their passport if one had already been issued. In certain cases, citizens who have had a passport revoked may be issued a new, short-term passport to repatriate that person to the United States. In those instances, the citizen would be required to pay the fees for a new passport. Some passport fees are recorded as revenues while others are spent by the department without further appropriation. Because few

people would be affected, CBO estimates that the effects on direct spending and revenues under the bill from additional fees would total less than \$500,000 over the 2019-2028 period.

Section 6 of the bill would make victims of organ trafficking eligible to receive nonimmigrant status (sometimes called a T visa) as trafficking victims, if they meet other qualifications for such status. Individuals with T nonimmigrant status can receive some federally funded benefits, sponsor certain relatives for visas, and eventually apply to adjust their status to that of lawful permanent resident. CBO expects few people would gain eligibility for T nonimmigrant status because few prosecutions for organ trafficking have occurred in the United States. Therefore, CBO estimates that direct spending for federal benefits would increase by less than \$500,000 over the 2019-2028 period.

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. Pay-as-you-go procedures apply to H.R. 6413 because it would affect direct spending and revenues; however, CBO estimates that because few people would be affected, the changes in direct spending and revenues and the net change in the deficit would all be insignificant over the 2019-2028 period.

INCREASE IN LONG-TERM DIRECT SPENDING AND DEFICITS

CBO estimates that enacting H.R. 6413 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

MANDATES

H.R. 6413 contains no intergovernmental or private-sector mandates as defined in UMRA.

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