

H.R. 1380, Big Cat Public Safety Act

As ordered reported by the House Committee on Natural Resources on September 18, 2019

By Fiscal Year, Millions of Dollars	2020	2020-2024	2020-2029
Direct Spending (Outlays)	*	*	*
Revenues	*	*	*
Increase or Decrease (-) in the Deficit	*	*	*
Spending Subject to Appropriation (Outlays)	1	3	not estimated
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?	No	Contains intergovernmental mandate?	Yes, Under Threshold
		Contains private-sector mandate?	Yes, Under Threshold
* = between -\$500,000 and \$500,000.			

Current law prohibits the import, export, purchase, sale, transport, or acquisition of big cats, such as lions and tigers, across state lines or the national border. H.R. 1380 would prohibit the breeding and possession of those animals, although wildlife sanctuaries, veterinarians, colleges and universities, zoos, exhibitions, and other entities that meet certain requirements would be exempt. In addition, people who already own such animals would be permitted to keep them if they register with the U.S. Fish and Wildlife Service (USFWS).

H.R. 1380 would direct USFWS to issue regulations to implement the prohibition on breeding and possession. In addition, CBO expects that under the bill, the Department of Agriculture (USDA) would revise existing regulations on the licensing of entities that possess, exhibit, and breed big cats. Based on the costs of similar tasks, CBO estimates that developing those regulations would cost \$1 million in 2020.

Many states already prohibit ownership of the affected species and CBO expects that people who currently own such animals would register with USFWS. Thus, violations under the bill would probably occur infrequently. On that basis, CBO estimates that USFWS would incur costs of less than \$500,000 annually after 2020 to maintain the registry and conduct enforcement. In total, we estimate that implementing H.R. 1380 would cost \$3 million over the 2020-2024 period; such spending would be subject to the availability of appropriated funds.



Under H.R. 1380, violators would be subject to criminal and civil penalties, which are recorded in the budget as revenues. Some of those penalties can be spent without further appropriation. Thus, enacting the bill could increase revenues and associated direct spending; however, CBO estimates that the net reduction in the deficit would be insignificant over the 2020-2029 period.

Because H.R. 1380 would either prohibit the possession and breeding of big cats or require owners, exhibitors, and breeders to take actions that would exempt them from the prohibitions, the bill contains intergovernmental and private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA). Although CBO cannot estimate the cost to comply with some of the bill's mandates, we expect the aggregate cost of the mandates, which would include both lost revenue and additional expenses to comply with the bill's requirements, would not exceed the annual threshold established in UMRA for intergovernmental and private-sector mandates (\$84 million and \$168 million respectively, in 2020, adjusted annually for inflation).

The bill would establish different requirements for entities licensed by the USDA to possess, exhibit and breed big cats, for wildlife sanctuaries, and for all other owners to be eligible for an exemption from the prohibitions.

Approximately 360 facilities, both public and private, are licensed by the USDA to possess, exhibit and breed big cats. To qualify for an exemption from the bill's prohibitions, those who are exhibitors would be required to:

- Prohibit public contact, with limited exceptions, with the big cats; and
- Maintain a 15-foot gap between the public and the animals or erect a permanent barrier.

Approximately 40 exhibitors, including public zoos, allow physical contact with big cats through seasonal encounters with the animals, and about 200 mostly privately owned facilities host or participate in special fundraising events that allow some form of encounter with the animals. CBO expects that prohibiting contact with the cats (or keeping the 15-foot gap) would decrease the financial success of these events. Using information provided by conservation groups and industry sources, CBO estimates that the cost of prohibiting or limiting these activities, in the form of foregone revenue, would be about \$80 million each year.

Further, licensed owners and trainers provide big cats for movies and documentaries involving the type of physical contact with the animals that would be prohibited under the bill. By requiring a minimum distance of 15 feet between the public and the big cats, CBO expects demand for big cats in motion pictures would fall. Using information from industry sources, CBO estimates that owners and trainers would incur costs in the form of foregone revenue of about \$20 million per year.



CBO has no data about the physical characteristics of exhibition settings or the ability of licensed exhibitors who wish to continue public exposure to the big cats to meet the new setback and barrier requirements. Thus, CBO cannot estimate the cost to comply with this exemption.

In order to be exempted from the bill's prohibitions, H.R. 1380 would prohibit wildlife sanctuaries from transporting and displaying their big cats off site. CBO has no data on the number of sanctuaries that transport and display big cats or the revenue associated with that activity, and thus, cannot estimate the cost of this prohibition.

The bill would require all other entities that possess big cats born before enactment of the bill to register the animals with the USFWS to be exempted from the bill's prohibitions. CBO cannot estimate the cost of this mandate because regulations implementing the bill, including the cost to register the animals, have not been developed and the number of animals that would need to be registered is unknown.

Finally, to be eligible for the exemption, those owners also would be prohibited from breeding or selling their cats. Approximately 200 cubs are traded or sold each year at value of roughly \$8,000 per animal, according to industry sources; many of those cubs are born in facilities that would be unable to continue breeding big cats. CBO estimates the cost of the breeding prohibition would be less than \$1.6 million per year.

This revised estimate supersedes the estimate for H.R. 1380, the Big Cat Public Safety Act that was transmitted on December 4, 2019. CBO has updated this estimate to reflect new information that lowered our estimate of the cost of the private-sector mandates contained in the bill. CBO's estimate of the federal costs is unchanged.

The CBO staff contacts for this estimate are Janani Shankaran (for federal costs) and Lilia Ledezma (for mandates). The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.