



**CONGRESSIONAL BUDGET OFFICE  
COST ESTIMATE**

December 23, 2008

**H.R. 7311  
William Wilberforce Trafficking Victims Protection  
Reauthorization Act of 2008**

*As cleared by the Congress on December 10, 2008,  
and signed by the President on December 23, 2008*

**SUMMARY**

H.R. 7311 reauthorizes and revises several laws related to human trafficking. Among its provisions, H.R. 7311 expands eligibility for visas and non-visa status for trafficking victims and their families. The changes will enable more individuals to reside in the United States and permit them to receive federal benefits. Additionally, H.R. 7311 imposes higher fees for certain nonimmigrant visas.

CBO estimates that H.R. 7311 will increase direct spending by less than \$500,000 in fiscal year 2009 and by \$22 million over the 2009-2018 period. CBO estimates that H.R. 7311 will increase revenue by \$8 million in fiscal year 2010 and by \$24 million over the 2009-2018 period. On net, the law will decrease budget deficits by \$2 million over the 2009-2018 period.

**ESTIMATED COST TO THE FEDERAL GOVERNMENT**

The estimated budgetary effect of H.R. 7311 is shown in the following table. The costs of this legislation fall within budget functions 550 (health) and 600 (income security).

	By Fiscal Year, in Millions of Dollars											
	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2009-2013	2009-2018
<b>CHANGES IN DIRECT SPENDING</b>												
Medicaid												
Estimated Budget Authority	*	1	1	1	1	1	2	2	2	2	4	13
Estimated Outlays	*	1	1	1	1	1	2	2	2	2	4	13
Supplemental Security Income												
Estimated Budget Authority	*	*	*	*	1	1	1	1	1	1	1	6
Estimated Outlays	*	*	*	*	1	1	1	1	1	1	1	6
Special Nutrition Assistance Program												
Estimated Budget Authority	*	*	*	*	*	*	*	1	1	1	*	3
Estimated Outlays	*	*	*	*	*	*	*	1	1	1	*	3
Total Changes												
Estimated Budget Authority	*	1	1	1	2	2	3	4	4	4	5	22
Estimated Outlays	*	1	1	1	2	2	3	4	4	4	5	22
<b>CHANGES IN REVENUES</b>												
Consular Fees												
Estimated Revenues	0	8	8	8	0	0	0	0	0	0	24	24
<b>NET BUDGETARY IMPACT</b>												
Estimated Increase or Decrease (-) in Deficits <sup>a</sup>	*	-7	-7	-7	2	2	3	4	4	4	-19	-2

Note: \* = less than \$500,000.

a. Negative numbers reflect decreases in the deficit; positive numbers reflect increases in the deficit.

## BASIS OF ESTIMATE

For this estimate, CBO assumes that H.R. 7311 will be implemented near the beginning of calendar year 2009.

### Direct Spending

CBO estimates that H.R. 7311 will increase direct spending for Medicaid, Supplemental Security Income (SSI), and the Supplemental Nutrition Assistance Program (SNAP) by less than \$500,000 in fiscal year 2009 and \$22 million over the 2009-2018 period.

Title II of H.R. 7311 expands the eligibility of certain trafficking victims and their families to reside in the United States and to receive federal benefits in several ways:

- Section 201 expands eligibility for T visas, a nonimmigrant visa, for those brought into the country as witnesses in a judicial proceeding and for victims' parents and minor siblings who are threatened because of the victim's cooperation with law enforcement;
- Section 205 expands eligibility for continued presence in the United States, a nonimmigrant legal status, for trafficking victims who have filed a civil suit against their traffickers;
- Section 205 expands eligibility for parole, a nonimmigrant legal status that allows entry into the United States, for relatives of victims with continued presence status;
- Section 211 grants interim access to benefits to those individuals whose application for a T visa is pending; and
- Section 212 grants interim benefits to children whose certification as a victim of severe trafficking is pending.

Based on information from the Department of Homeland Security and the Department of Labor, and information from immigration and trafficking experts, CBO projects that those provisions will enable 100-150 additional people per year to become eligible for the entitlement benefits available to refugees, such as Medicaid, SSI, and SNAP. In addition, CBO forecasts that 125-150 people per year will become eligible for benefits sooner than they would have otherwise. Drawing on information from the Department of Health and Human Services, CBO expects 40 percent of the affected individuals will be eligible for SNAP, 30 percent will be eligible for Medicaid, and 15 percent will be eligible for SSI. Presuming average per capita costs, we estimate that those provisions will increase outlays by less than \$500,000 in fiscal year 2009 and \$22 million over the 2009-2018 period.

## **Revenues**

Section 239 requires the Department of State to increase a fee charged for certain nonimmigrant visas by \$1 over the 2010-2012 period. Currently, the department retains those fee collections and spends them on border security. Additional amounts collected under section 239, however, will be deposited in the general fund of the Treasury. CBO estimates that the department will collect fees from roughly eight million applicants a year

over the 2010-2012 period and that this provision will increase revenues by an estimated \$24 million over that period.

#### **PREVIOUS CBO ESTIMATE**

On November 1, 2007, CBO transmitted a cost estimate for H.R. 3887, the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2007, as ordered reported by the House Committee on Foreign Affairs on October 23, 2007. The estimated cost of H.R. 7311 as signed by the President is different for three reasons:

- Estimated direct spending for public benefits is \$5 million higher under H.R. 7311, primarily because of additional data regarding refugees' use of Medicaid;
- H.R. 7311 does not include provisions that were in H.R. 3887 that generated direct spending for foster care; and
- H.R. 3887 did not include an increase in nonimmigrant visa fees.

#### **ESTIMATE PREPARED BY:**

Federal Spending: David Rafferty  
Federal Revenues: Sunita D'Monte

#### **ESTIMATE APPROVED BY:**

Keith Fontenot,  
Deputy Assistant Director for Health,  
Income Security, and Education,  
Budget Analysis Division