

New Limitations on Federal Research Using Human Fetal Tissue

Kavya Sekar

Analyst in Health Policy

June 19, 2019

On June 5, the [Department of Health and Human Services \(HHS\) announced](#)—following an audit and review of all HHS research involving the use of human fetal tissue from elective abortions—that the Administration has decided to discontinue [intramural research](#) (i.e., internal) projects involving fetal tissue from elective abortions at the National Institutes of Health (NIH), and will add additional ethics review for new extramural research (i.e., external) involving such tissue. [In general](#), about 10% of NIH funding goes to intramural researchers at NIH-operated facilities and over 80% of NIH funding goes to extramural researchers at universities and other institutions.

According to an HHS spokeswoman, cited in a [Reuters news article](#), the decision will affect three of 3,000 active intramural research projects, which can continue their work until the current supply of fetal tissue is exhausted. Additionally, HHS let expire a \$2 million contract with the University of California at San Francisco involving fetal tissue for [HIV/AIDS research](#). No existing extramural NIH grant-funded research projects are expected to be affected, though for *new* extramural projects or renewals, HHS indicated that a new ethics advisory board will review applications before funding is awarded. The board would be established pursuant to Public Health Service Act (PHSA) [Section 492A](#). That section permits the HHS Secretary to withhold funds from a project approved by the [scientific peer review process](#) for ethical considerations if a majority of the board recommends that action because of such considerations. The decision may also affect medical research at the [Department of Veterans Affairs](#), which follows NIH policy regarding funding for fetal tissue research.

On June 13, the House agreed to H.Amdt. 338, an [amendment](#) to introduced H.R. 2740 (LHHS appropriations), which would bar funds from being used to establish the board under PHSA Sec. 492A. The Senate has not taken any action regarding the HHS decision.

Many scientists [oppose the Administration's decision](#), arguing that fetal tissue is needed for certain medical research, and asserting that current law sufficiently addresses ethical concerns. Others [support the](#)

Congressional Research Service

7-....

www.crs.gov

IN11136

[decision](#), contending that adequate research alternatives exist, and that taxpayer dollars should not fund research deemed morally objectionable.

The Role of Human Fetal Tissue in Research

[Human fetal tissue](#) is defined as “tissue or cells obtained from a dead human embryo or fetus after a spontaneous or induced abortion or stillbirth.” Spontaneous abortions (e.g., miscarriages) or stillbirths often occur during unpredictable circumstances, and the tissue may have genetic or other abnormalities that preclude its use for research purposes. Induced (elective) abortions are the main source of [fetal tissue for research](#).

According to [NIH](#), in FY2018, the agency directed \$115 million in funding for 200 research projects involving human fetal tissue. Fetal tissue is used in [research](#) related to developmental biology, eye disease, HIV/AIDS and other infectious diseases (including [Zika](#)). Scientists may conduct studies using the tissue itself, especially to study human development. Scientists may also engraft the tissue to create [humanized mice](#)—mice with “human” organ systems (usually immune systems) that allow scientists to study disease in living human tissues.

While [certain types of humanized mice](#) can be created with adult stem cells and umbilical cord blood cells, only mice created with fetal bone marrow/liver/[thymus](#) cells (human fetal tissue) allow for a “complete and fully functional human immune system.” [Last year, scientists published](#) a new way to create humanized mice using surplus thymus tissue from neonatal cardiac surgeries. Further studies are needed to compare this new model to the fetal tissue model.

Other [potential alternatives](#) to fetal tissue include reprogrammed adult stem cells (i.e., induced pluripotent stem cells; iPS cells) and organoids, three-dimensional lab-created models of human organs. While promising, these alternatives still face challenges as scientists endeavor to get [iPS cells](#) and [organoids](#) to mimic natural human cells and organs, as those from fetal tissue. [Scientists contend](#) that fetal tissue is needed as a comparison to validate potential alternatives.

In [December 2018](#), NIH announced up to \$20 million in funding for research into fetal tissue alternatives over two years. [Many assert](#) that for certain areas of research, alternatives to fetal tissue do not exist, such as for studying early human development.

Current Federal Laws and Regulations

The PHSA includes two provisions related to the use of human fetal tissue in research. [PHSA Sec 498A](#) addresses research involving the transplantation of fetal tissue for therapeutic purposes. As reported to Congress, NIH does not currently fund any research on the transplantation of fetal tissue for therapeutic purposes, and has not done so for many years. [PHSA Sec. 498B](#) addresses payments for human fetal tissue, and makes it unlawful for “any person to knowingly acquire, receive, or otherwise transfer any human fetal tissue for valuable consideration if the transfer affects interstate commerce.” Under the provision, “valuable consideration” does not include “reasonable payments associated with the transportation, implantation, processing, preservation, quality control, or storage of human fetal tissue.”

The use of fetal tissue in research is also regulated under the Common Rule ([45 C.F.R. Part 46](#)), which addresses the protection of human subjects in research. Under 45 CFR §46.204, pregnant women cannot be offered monetary inducements to terminate a pregnancy, and individuals engaged in research “will have no part in any decisions as to the timing, method, or procedures used to terminate a pregnancy” and “will have no part in determining the viability of a neonate.” Under 45 CFR §46.206, research involving “the placenta, the dead fetus or fetal material” is subject to all applicable state, local, and federal laws. If

such materials can be linked to a living and identifiable individual, the research is subject to pertinent human subjects research requirements (e.g., ethics review, informed consent).

Some states have laws [regarding donation](#) of fetal tissue and related to [fetal tissue research](#), including informed consent requirements and bans on experimentation. [NIH expects](#) grantees and contractors to maintain documentation that informed consent was obtained at the time of fetal tissue collection.

Further Considerations

Scientists have been conducting [research using fetal tissue](#) since the late 1920s, and NIH has funded such research since the 1950s. Such research was used in the [development of many vaccines](#), including for polio and rubella. Fetal tissue research was [restricted previously](#) under the Reagan and George H.W. Bush administrations.

Congress may consider whether to accept the Administration's decision, and/or whether the executive branch has authority to impose such restrictions on research. Congress may also consider whether the current laws and regulations governing such research are sufficient and appropriate to address any ethical issues this research may raise.

EveryCRSReport.com

The Congressional Research Service (CRS) is a federal legislative branch agency, housed inside the Library of Congress, charged with providing the United States Congress non-partisan advice on issues that may come before Congress.

EveryCRSReport.com republishes CRS reports that are available to all Congressional staff. The reports are not classified, and Members of Congress routinely make individual reports available to the public.

Prior to our republication, we redacted phone numbers and email addresses of analysts who produced the reports. We also added this page to the report. We have not intentionally made any other changes to any report published on EveryCRSReport.com.

CRS reports, as a work of the United States government, are not subject to copyright protection in the United States. Any CRS report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS report may include copyrighted images or material from a third party, you may need to obtain permission of the copyright holder if you wish to copy or otherwise use copyrighted material.

Information in a CRS report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to members of Congress in connection with CRS' institutional role.

EveryCRSReport.com is not a government website and is not affiliated with CRS. We do not claim copyright on any CRS report we have republished.