

AMENDMENT NO. _____ Calendar No. _____

Purpose: To reduce violent crime.

IN THE SENATE OF THE UNITED STATES—119th Cong., 2d Sess.

S. _____

To authorize appropriations for fiscal year 2027 for military activities of the Department of Defense, for military construction, and for defense activities of the Department of Energy, to prescribe military personnel strengths for such fiscal year, and for other purposes.

Referred to the Committee on _____ and
ordered to be printed

Ordered to lie on the table and to be printed

AMENDMENT intended to be proposed by Mr. GRASSLEY (for
himself and Mr. DURBIN)

Viz:

1 At the appropriate place, insert the following:

2 **DIVISION _____—SAFER**

3 **STREETS AND COMMUNITIES**

4 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

5 (a) SHORT TITLE.—This division may be cited as the
6 “James T. Woods Community Safety Act”.

7 (b) TABLE OF CONTENTS.—The table of contents for
8 this division is as follows:

Sec. 1. Short title; table of contents.

TITLE I—JAMES T. WOODS ACT

Sec. 101. Short title.

2

Subtitle A—SAFE Act

- Sec. 111. Short title.
- Sec. 112. Findings.
- Sec. 113. Amendment of Federal sentencing guideline relating to child sexual abuse material.

Subtitle B—Ending Coercion of Children and Harm Online

- Sec. 121. Short title.
- Sec. 122. Coercion of children to commit harm.
- Sec. 123. Clerical and conforming amendments.
- Sec. 124. Severability.

Subtitle C—Stop Sextortion

- Sec. 131. Short title.
- Sec. 132. Criminalizing threats to distribute child sexual abuse material.
- Sec. 133. Penalties for threats to distribute child sexual abuse material.
- Sec. 134. Severability.

TITLE II—COMBATING ORGANIZED RETAIL CRIME

- Sec. 201. Short title.
- Sec. 202. Findings.
- Sec. 203. Amendments to title 18, United States Code.
- Sec. 204. Establishment of a Center to Combat Organized Retail and Supply Chain Crime.

TITLE III—LIEUTENANT OSVALDO ALBARATI STOPPING PRISON CONTRABAND ACT

- Sec. 301. Short title.
- Sec. 302. Prohibited provision of a phone.
- Sec. 303. Review of policies.

TITLE IV—COMBATING ILLICIT XYLAZINE

- Sec. 401. Short title.
- Sec. 402. Definitions.
- Sec. 403. Adding xylazine to schedule III.
- Sec. 404. Amendments.
- Sec. 405. Arcos tracking.
- Sec. 406. Sentencing Commission.
- Sec. 407. Report to Congress on xylazine.

1 **TITLE I—JAMES T. WOODS ACT**2 **SEC. 101. SHORT TITLE.**

3 This title may be cited as the “James T. Woods Act”.

1 **Subtitle A—SAFE Act**

2 **SEC. 111. SHORT TITLE.**

3 This subtitle may be cited as the “Sentencing Ac-
4 countability For Exploitation Act” or the “SAFE Act”.

5 **SEC. 112. FINDINGS.**

6 Congress finds the following:

7 (1) Over many years, the complexity and scale
8 of online child sex offenses have worsened, as offend-
9 ers have taken advantage of technological develop-
10 ments to target and victimize ever-increasing num-
11 bers of children.

12 (2) In addition, offenders have pursued increas-
13 ingly dangerous ways of victimizing children, includ-
14 ing by resorting to organized efforts at extorting and
15 manipulating children into engaging in sexually ex-
16 plicit conduct and other types of degrading and dan-
17 gerous acts.

18 (3) Offenders have also been increasingly adept
19 at globalizing their offenses, including by, for exam-
20 ple, paying adults overseas to provide customized
21 child sexual abuse material, which may be video re-
22 corded or live-streamed, to offenders in the United
23 States.

24 (4) Meanwhile, as the complexity, scale, and
25 dangerousness of online child sex crimes has wors-

1 ened, long-existing sex crimes against children con-
2 tinue to flourish on the dark web, through social
3 media and related applications, and otherwise.

4 (5) Effective investigation and prosecution are
5 a critical component of the efforts of the United
6 States to keep children safe, punish those who vic-
7 timize them, and deter would-be offenders. It is im-
8 perative that the Federal sentencing guidelines ac-
9 count for these interests and ensure that offenders
10 face advisory sentencing ranges that appropriately
11 account for the scale, complexity, and dangerousness
12 of these offenses.

13 **SEC. 113. AMENDMENT OF FEDERAL SENTENCING GUIDE-**
14 **LINE RELATING TO CHILD SEXUAL ABUSE**
15 **MATERIAL.**

16 (a) DEFINITIONS.—In this section:

17 (1) CHILD.—The term “child” means an indi-
18 vidual who has not attained 18 years of age.

19 (2) CHILD SEXUAL ABUSE MATERIAL.—The
20 term “child sexual abuse material” has the meaning
21 given the term “child pornography” in section
22 2256(8) of title 18, United States Code.

23 (3) PROHIBITED CONDUCT AGAINST A CHILD.—
24 The term “prohibited conduct against a child”—

25 (A) means—

1 (i) conduct committed against a child
2 relating to—

3 (I) kidnapping;

4 (II) illegal sexual abuse, contact,
5 or activity;

6 (III) live streaming of child sex-
7 ual abuse;

8 (IV) using a child to produce
9 child sexual abuse material; or

10 (V) sexual exploitation, including
11 child sex trafficking; or

12 (ii) an attempt or conspiracy to en-
13 gage in any conduct described in sub-
14 clauses (I) through (V) of clause (i);

15 (B) does not include—

16 (i) conduct involving or similar to ad-
17 vertising, transporting, mailing, distrib-
18 uting, receiving, possession, accessing, or
19 viewing child sexual abuse material; or

20 (ii) acquitted conduct, to the extent
21 that such conduct is excluded from the
22 scope of relevant conduct under section
23 1B1.3(c) of the United States Sentencing
24 Guidelines Manual; and

25 (C) does not require a conviction.

1 (b) DIRECTIVE.—Pursuant to its authority under
2 section 994(p) of title 28, United States Code, the United
3 States Sentencing Commission shall review and amend the
4 Federal sentencing guidelines and policy statements appli-
5 cable to persons convicted of an offense under section
6 1466A, 2251(d)(1)(A), 2252, 2252A, or 2260(b) of title
7 18, United States Code, in order to reflect the intent of
8 Congress that penalties for the offense under the guide-
9 lines and policy statements—

10 (1) appropriately account for—

11 (A) the actual and potential harm to vic-
12 tims and to the public from the offense; and

13 (B) changes that have occurred since the
14 relevant guidelines and policy statements were
15 last amended with respect to—

16 (i) typical offense behavior; and

17 (ii) the use of modern computer and
18 internet technologies; and

19 (2) to better reflect the current spectrum of of-
20 fender culpability.

21 (c) REQUIREMENTS.—In carrying out subsection (b),
22 the United States Sentencing Commission shall—

23 (1) ensure that the Federal sentencing guide-
24 lines and policy statements reflect—

1 (A) the seriousness of the offenses de-
2 scribed in that subsection;

3 (B) the need to afford adequate deterrence
4 to commission of the offenses;

5 (C) the need for just punishment for the
6 offenses;

7 (D) the need to protect the public from
8 further crimes of a defendant convicted of any
9 such offense; and

10 (E) the need to differentiate among offend-
11 ers based on their culpability and potential dan-
12 gerousness;

13 (2) avoid duplicative punishment within the ap-
14 plicable guidelines and under the Federal sentencing
15 guidelines for substantially the same conduct;

16 (3) develop a guideline that accounts for—

17 (A) whether, prior to, during, or after the
18 offense at issue, the defendant engaged in, con-
19 spired to engage in, or attempted to engage
20 in—

21 (i) an act of prohibited conduct
22 against a child; or

23 (ii) a pattern of activity involving pro-
24 hibited conduct against a child, whether in-
25 volving a single victim or multiple victims;

1 (B) whether, prior to, during, or after the
2 offense at issue, the defendant—

3 (i) participated in a group dedicated
4 to child sexual abuse material or prohibited
5 conduct against a child; or

6 (ii) encouraged, instructed, required,
7 or similarly caused another individual to
8 commit an offense involving child sexual
9 abuse material or prohibited conduct
10 against a child;

11 (C) whether the defendant engaged in mul-
12 tiple acts, not accounted for in the defendant's
13 criminal history or counts of conviction, involv-
14 ing child sexual abuse material over an ex-
15 tended period of time or with a high degree of
16 frequency;

17 (D) whether the defendant intentionally
18 used, or promoted the use of, software, tech-
19 nology, procedures, or any other means to con-
20 ceal the offense or the identity or location of
21 the defendant or any victim, or to destroy evi-
22 dence for an improper purpose, unless ac-
23 counted for in the conduct of conviction;

1 (E) whether 3 or more online channels,
2 technologies, platforms, or methods were used
3 to commit the offense;

4 (F) gradations in—

5 (i) the severity of the depicted sexu-
6 ally explicit conduct, including especially
7 severe physical or emotional trauma; and

8 (ii) the age or physical development of
9 the minor;

10 (G) the number of items of child sexual
11 abuse material or the number of victims in-
12 volved in the offense;

13 (H) whether the offense involved distribu-
14 tion of child sexual abuse material, accounting
15 for the nature of the distribution, including—

16 (i) distribution in order to receive any
17 valuable consideration; and

18 (ii) distribution through any method
19 that does not limit who can obtain the ma-
20 terial or how many individuals can obtain
21 the material;

22 (I) whether the offense involved the pro-
23 duction, creation, or manufacture of child sex-
24 ual abuse material that is not subject to the
25 cross reference in section 2G2.2(c)(1) of the

1 United States Sentencing Guidelines Manual to
2 section 2G2.1 of the Manual;

3 (J) whether the offense was the direct and
4 proximate cause of the victim's death by sui-
5 cide; and

6 (K) any other conduct or factors that the
7 United States Sentencing Commission deter-
8 mines appropriate to reflect the seriousness of
9 the offense and differentiate among offenders;

10 (4) make any necessary conforming changes to
11 the guidelines; and

12 (5) ensure that the guidelines adequately meet
13 the purposes of sentencing, as set forth in section
14 3553(a)(2) of title 18, United States Code.

15 (d) AUTHORITY FOR UNITED STATES SENTENCING
16 COMMISSION.—In carrying out this section, the United
17 States Sentencing Commission—

18 (1) may amend provisions of the Federal sen-
19 tencing guidelines that were promulgated pursuant
20 to any other specific congressional directives or legis-
21 lation directly amending the guidelines and promul-
22 gate amendments that would result in sentencing
23 ranges different than those that would have applied
24 under such directives or legislation; and

1 (2) in developing a guideline that comports with
2 the requirements of this section, particularly ac-
3 counting for the factors set forth in subsection
4 (c)(3)—

5 (A) may—

6 (i) design the specific offense charac-
7 teristics, including the increase in offense
8 level that each offense characteristic would
9 provide; and

10 (ii) define any terms; and

11 (B) may not lower the applicable base of-
12 fense level provided in section 2G2.2(a) of the
13 United States Sentencing Guidelines Manual as
14 in effect on the date of enactment of this Act.

15 (e) REPEALS.—

16 (1) LAWS.—The following provisions of law are
17 repealed:

18 (A) Section 632 of the Treasury, Postal
19 Service and General Government Appropria-
20 tions Act, 1992 (28 U.S.C. 994 note; Public
21 Law 102–141).

22 (B) Sections 2 and 3 of the Sex Crimes
23 Against Children Prevention Act of 1995 (28
24 U.S.C. 994 note; Public Law 104–71).

1 (C) Section 401(i)(1) of the Prosecutorial
2 Remedies and Other Tools to end the Exploi-
3 tation of Children Today Act of 2003 (28
4 U.S.C. 994 note; Public Law 108–21).

5 (2) GUIDELINES.—Section 2G2.2(b) of the
6 United States Sentencing Commission Guidelines
7 Manual is amended by striking paragraph (7).

8 (3) EFFECTIVE DATE.—The amendments made
9 by this subsection shall take effect on the date on
10 which the amendments to the Federal sentencing
11 guidelines and policy statements required under sub-
12 section (b) take effect.

13 **Subtitle B—Ending Coercion of**
14 **Children and Harm Online**

15 **SEC. 121. SHORT TITLE.**

16 This title may be cited as the “Ending Coercion of
17 Children and Harm Online Act” or the “ECCHO Act”.

18 **SEC. 122. COERCION OF CHILDREN TO COMMIT HARM.**

19 Chapter 110A of title 18, United States Code, is
20 amended by inserting after section 2261B the following:

21 **“§ 2261C. Coercion of children to commit harm**

22 “(a) DEFINITIONS.—For purposes of this section:

23 “(1) COERCE.—The term ‘coerce’ includes the
24 use of extortion, threats, fraud, deceit, duress, in-

1 timidation, harassment, humiliation, degradation, or
2 manipulation.

3 “(2) MINOR.—The term ‘minor’ means any in-
4 dividual who has not attained the age of 18 years.

5 “(3) SUBSTANTIAL BODILY INJURY.—The term
6 ‘substantial bodily injury’ has the meaning given
7 that term in section 113.

8 “(b) OFFENSE.—It shall be unlawful for any person,
9 using the mail or any facility or means of interstate or
10 foreign commerce, or within the special maritime and ter-
11 ritorial jurisdiction of the United States, to intentionally
12 coerce a minor, directly or through an intermediary, to—

13 “(1)(A) die by suicide or attempt to die by sui-
14 cide; or

15 “(B) kill or attempt to kill any individual;

16 “(2) kill or attempt to kill any pet, emotional
17 support animal, service animal, or horse;

18 “(3) strangle, suffocate, poison, burn, lacerate,
19 or inflict serious bodily injury or substantial bodily
20 injury on any individual (including the minor), pet,
21 emotional support animal, service animal, or horse;

22 or

23 “(4) commit or attempt to commit arson.

24 “(c) PENALTY.—Any person who violates, or at-
25 tempts or conspires to violate—

1 “(1) subparagraph (A) or (B) of subsection
2 (b)(1) shall be fined under this title, imprisoned for
3 any term of years or life, or both; or

4 “(2) paragraph (2), (3), or (4) of subsection (b)
5 shall be fined under this title, imprisoned for not
6 more than 30 years, or both.”.

7 **SEC. 123. CLERICAL AND CONFORMING AMENDMENTS.**

8 (a) CLERICAL AMENDMENT.—The table of sections
9 for chapter 110A of title 18, United States Code, is
10 amended by inserting after the item relating to section
11 2261B the following:

 “2261C. Coercion of children to commit harm.”.

12 (b) CONFORMING AMENDMENTS.—

13 (1) TITLE 18.—

14 (A) CHAPTER 110.—Chapter 110 of title
15 18, United States Code, is amended—

16 (i) in section 2252A(g), by inserting
17 “section 2261C,” after “section 1591,”;
18 and

19 (ii) in section 2258A—

20 (I) in subsection (a)—

21 (aa) in paragraph (1)(A), by
22 striking “online child sexual ex-
23 ploitation and to prevent the on-
24 line sexual exploitation of chil-
25 dren” and inserting “, and to

1 prevent, online child sexual ex-
2 ploitation and online coercion of
3 children”; and
4 (bb) in paragraph (2)(A)—
5 (AA) by striking “or
6 2260 that involves child por-
7 nography,” and inserting
8 “2260, 2261C, or 2422(b),
9 or”; and
10 (BB) by striking “, or
11 of 2422(b)”;
12 (II) in subsection (b), in the mat-
13 ter preceding paragraph (1), by strik-
14 ing “sexual” and inserting “online”;
15 (III) in subsection (c)—
16 (aa) in paragraph (1), by
17 striking “, kidnapping, or entice-
18 ment crimes” and inserting “or
19 kidnapping, online coercion, or
20 enticement crimes involving chil-
21 dren”;
22 (bb) in paragraph (2), by in-
23 serting “or kidnapping, online co-
24 coercion, or enticement crimes in-

1 volving children” after “sexual
2 exploitation”; and

3 (cc) in paragraph (3), by
4 striking “, kidnapping, or entice-
5 ment crimes” and inserting “or
6 kidnapping, online coercion, or
7 enticement crimes involving chil-
8 dren”;

9 (IV) in subsection
10 (d)(5)(A)(ii)(II), by striking “, kid-
11 napping, or enticement crimes” and
12 inserting “or kidnapping, online coer-
13 cion, or enticement crimes involving
14 children”;

15 (V) in subsection (g)(3)—

16 (aa) in subparagraph (A),
17 by striking “, kidnapping, or en-
18 ticement crimes” and inserting
19 “or kidnapping, online coercion,
20 or enticement crimes involving
21 children”;

22 (bb) in subparagraph (B),
23 by striking “, kidnapping, or en-
24 ticement crimes” and inserting
25 “or kidnapping, online coercion,

1 or enticement crimes involving
2 children”; and

3 (cc) in subparagraph (C), by
4 striking “, kidnapping, or entice-
5 ment crimes” and inserting “or
6 kidnapping, online coercion, or
7 enticement crimes involving chil-
8 dren”; and

9 (VI) in subsection (h)(5), by
10 striking “the proliferation of online
11 child sexual exploitation or preventing
12 the online sexual exploitation of chil-
13 dren” and inserting “or preventing
14 the proliferation of online child sexual
15 exploitation or online coercion of chil-
16 dren”.

17 (B) SECTION 3509.—Section 3509(a)(2)(A)
18 of title 18, United States Code, is amended by
19 striking “physical abuse, sexual abuse, or ex-
20 ploitation” and inserting “child abuse”.

21 (C) SECTION 5032.—Section 5032 of title
22 18, United States Code, is amended—

23 (i) in the first undesignated para-
24 graph—

1 (I) by striking “or section
2 1002(a)” and inserting “section
3 1002(a)”; and

4 (II) by striking “section 922(x)
5 or section 924(b), (g), or (h) of this
6 title” and inserting “or section
7 922(x), section 924(b), (g), or (h), or
8 section 2261C(b)(1) or (2) of this
9 title”; and

10 (ii) in the fourth undesignated para-
11 graph, by striking “section 922(x) of this
12 title, or in section 924(b), (g), or (h) of
13 this title” and inserting “section 922(x),
14 section 924(b), (g), or (h), or section
15 2261C(b)(1) or (2) of this title”.

16 (2) PROTECT OUR CHILDREN ACT OF 2008.—
17 Section 2 of the PROTECT Our Children Act of
18 2008 (34 U.S.C. 21101) is amended by striking
19 paragraph (1) and inserting the following:

20 “(1) CHILD EXPLOITATION.—The term ‘child
21 exploitation’ means—

22 “(A) any conduct, attempted conduct, or
23 conspiracy to engage in conduct that—

1 “(i) violates chapter 110 or section
2 2261C, 2422(b), or 2423 of title 18,
3 United States Code; or

4 “(ii) involves a minor and violates sec-
5 tion 1591 or chapter 109A of title 18,
6 United States Code; or

7 “(B) any sexual activity involving a minor
8 for which any person can be charged with a
9 criminal offense.”.

10 **SEC. 124. SEVERABILITY.**

11 If any provision of this subtitle, an amendment made
12 by this subtitle, or the application of such provision or
13 amendment to any person or circumstance is held to be
14 unconstitutional, the remainder of this subtitle, the
15 amendments made by this subtitle, and the application of
16 the provisions of such to any person or circumstance shall
17 not be affected thereby.

18 **Subtitle C—Stop Sextortion**

19 **SEC. 131. SHORT TITLE.**

20 This subtitle may be cited as the “Stop Sextortion
21 Act”.

22 **SEC. 132. CRIMINALIZING THREATS TO DISTRIBUTE CHILD**
23 **SEXUAL ABUSE MATERIAL.**

24 Title 18, United States Code, is amended—

25 (1) in section 2252—

1 (A) in subsection (a)(2)—

2 (i) in the matter preceding subpara-
3 graph (A)—

4 (I) by inserting “, or threatens to
5 distribute any visual depiction with in-
6 tent to intimidate, coerce, extort, or
7 cause substantial emotional distress to
8 any person,” after “distributes, any
9 visual depiction”;

10 (II) by striking “foreign com-
11 merce or that” and inserting “foreign
12 commerce, or involving a visual depic-
13 tion that”; and

14 (III) by striking “, or which con-
15 tains materials which have been
16 mailed or so shipped or transported,”;
17 and

18 (B) in subsection (b)—

19 (i) in paragraph (1), by striking
20 “Whoever” and inserting “Except as pro-
21 vided in paragraph (3), whoever”; and

22 (ii) by adding at the end the fol-
23 lowing:

24 “(3) Whoever violates, or attempts or conspires to
25 violate, subsection (a)(2) for threatening to distribute any

1 visual depiction, as described in that subsection, shall be
2 punished as provided in paragraph (2) of this subsection
3 if no such visual depiction existed.”; and

4 (2) in section 2252A—

5 (A) in subsection (a)(2)(A)—

6 (i) by inserting “, or threatens to dis-
7 tribute any child pornography with intent
8 to intimidate, coerce, extort, or cause sub-
9 stantial emotional distress to any person,”
10 after “any child pornography”; and

11 (ii) by striking “foreign commerce or
12 that” and inserting “foreign commerce, or
13 involving any child pornography that”; and

14 (B) in subsection (b)—

15 (i) in paragraph (1), by striking
16 “Whoever” and inserting “Except as pro-
17 vided in paragraph (4), whoever”; and

18 (ii) by adding at the end the fol-
19 lowing:

20 “(4) Whoever violates, or attempts or conspires to
21 violate, subsection (a)(2)(A) for threatening to distribute
22 any child pornography, as described in that subsection,
23 shall be punished as provided in paragraph (2) of this sub-
24 section if no such child pornography existed.”.

1 **SEC. 133. PENALTIES FOR THREATS TO DISTRIBUTE CHILD**
2 **SEXUAL ABUSE MATERIAL.**

3 (a) IN GENERAL.—Title 18, United States Code, is
4 amended—

5 (1) in section 1466A—

6 (A) in subsection (a), in the matter pre-
7 ceding subsection (b), by inserting “, but if the
8 offense involves the knowing use of a visual de-
9 pication of a minor engaged in sexually explicit
10 conduct, with the intent to intimidate, coerce,
11 extort, or cause substantial emotional distress
12 to any person, the maximum term of imprison-
13 ment provided in section 2252A(b)(1) shall be
14 increased by 10 years” before the period at the
15 end; and

16 (B) in subsection (b), in the matter pre-
17 ceding subsection (c), by inserting “, but if the
18 offense involves the knowing use of a visual de-
19 pication of a minor engaged in sexually explicit
20 conduct, with the intent to intimidate, coerce,
21 extort, or cause substantial emotional distress
22 to any person, the maximum term of imprison-
23 ment provided in section 2252A(b)(2) shall be
24 increased by 10 years” before the period at the
25 end; and

26 (2) in section 2260A—

1 (A) in the section heading, by striking
2 **“Penalties for registered sex offend-**
3 **ers”** and inserting **“Other offenses and**
4 **penalties”**;

5 (B) by striking “Whoever” and inserting
6 the following:

7 “(1) OFFENSES BY REGISTERED SEX OFFEND-
8 ERS.—Whoever”; and

9 (C) by adding at the end the following:

10 “(2) ADDITIONAL PENALTIES.—If any offense
11 under section 875(d), 2251, 2252, 2252A, or 2260
12 involves the knowing use of child pornography with
13 the intent to intimidate, coerce, extort, or cause sub-
14 stantial emotional distress to any person, the max-
15 imum term of imprisonment provided in section
16 875(d), 2251(e), 2252(b), 2252A(b), or 2260(c)
17 shall be increased by 10 years.”.

18 (b) CLERICAL AMENDMENT.—The table of sections
19 for chapter 110 of title 18, United States Code, is amend-
20 ed by striking the item relating to section 2260A and in-
21 serting the following:

“2260A. Other offenses and penalties.”.

22 **SEC. 134. SEVERABILITY.**

23 If any provision of this subtitle, an amendment made
24 by this subtitle, or the application of such provision or
25 amendment to any person or circumstance is held to be

1 unconstitutional, the remainder of this subtitle, the
2 amendments made by this subtitle, and the application of
3 the provisions of such to any person or circumstance shall
4 not be affected thereby.

5 **TITLE II—COMBATING**
6 **ORGANIZED RETAIL CRIME**

7 **SEC. 201. SHORT TITLE.**

8 This title may be cited as the “Combating Organized
9 Retail Crime Act of 2026”.

10 **SEC. 202. FINDINGS.**

11 It is the sense of Congress that—

12 (1) organized theft groups, involving sophisti-
13 cated and structured groups of individuals, continue
14 to increase criminal activities carried out by the
15 groups against the retail industry and the supply
16 chain of the Nation, and these activities, at unprece-
17 dented levels, involve theft and fraud of both phys-
18 ical and digital goods, leading to escalating financial
19 losses and violence in the workplace—all impacting
20 the national economy and security of the United
21 States;

22 (2) retailers face mounting thefts and fraud be-
23 cause of organized retail crime in and around stores,
24 online, and throughout the retail ecosystem, and, ac-
25 cording to the National Retail Federation, larceny

1 incidents increased by 93 percent in 2023 compared
2 to 2019, with a 90 percent rise in average dollar
3 loss;

4 (3) these thefts are often orchestrated by orga-
5 nized theft groups reselling and redistributing the
6 stolen goods back into the economy of the United
7 States or overseas to gain illicit profit and to finance
8 other criminal activity, and more than 84 percent of
9 retailers report that violence and aggression from
10 these criminal activities has become more of a con-
11 cern since 2022, resulting in injuries and deaths
12 among employees, customers, security officers, and
13 law enforcement personnel;

14 (4) product manufacturers and the supply chain
15 of the Nation are victims of alarming increases in
16 cargo theft across rails, roads, and the various dis-
17 tribution points across the Nation;

18 (5) CargoNet, a database of reported incidents
19 in the United States, reported a 27 percent increase
20 in cargo theft incidents in 2024 compared to the
21 previous year, while during the same period, the av-
22 erage value per theft rose to over \$202,000;

23 (6) these thefts range from large-scale physical
24 theft of goods from containers and storage to sophis-
25 ticated cybercriminal methods that divert shipments

1 to illicit receivers, causing significant financial losses
2 and operational supply chain disruptions;

3 (7) since 2022, more than 30 State laws have
4 been enacted to address organized theft, allow for
5 aggregation of thefts, and adjust penalties and en-
6 hancements, including in 2024, California voters
7 overwhelmingly approving a constitutional reform to
8 allow aggregation of multiple or repeated thefts;

9 (8) although larceny and organized retail crime
10 are sometimes prosecuted at State and local levels,
11 States face resource and investigative challenges
12 from groups operating beyond local, State, and re-
13 gional law enforcement capabilities, and more needs
14 to be done to address the cross-jurisdictional, inter-
15 state, and international aspects of these crimes;

16 (9) organized theft groups vary in scope and
17 scale, operating across State jurisdictions to avoid or
18 disrupt local, State, and Tribal law enforcement re-
19 sponse, and these organized theft groups build hier-
20 archies to easily redistribute stolen goods and illicit
21 profits back into the economy of the United States
22 or overseas with disregard for product and consumer
23 safety;

24 (10) the groups exist and operate at the local,
25 regional, and transnational level, targeting goods

1 that include raw and finished materials, various
2 branded retail products across all consumer cat-
3 egories, operational assets in retail commerce such
4 as reusable transport packaging products, and
5 consumable goods including agriculture, food prod-
6 ucts, and medicines;

7 (11) these groups are often polycriminal organi-
8 zations, using profit from the reselling of stolen
9 goods to support crimes involving drugs and weap-
10 ons trafficking;

11 (12) the organized theft groups engage in
12 human smuggling and have been known to use mi-
13 grants to commit crimes to support the organiza-
14 tions;

15 (13) the groups move products and illicit pro-
16 ceeds beyond the borders of the United States, fund-
17 ing nefarious groups and activities and threatening
18 the integrity of the international economy;

19 (14) organized theft groups—

20 (A) threaten the safety and liberty of indi-
21 viduals in the United States when those individ-
22 uals engage in commerce;

23 (B) impact the ability of the Nation to dis-
24 tribute goods to consumers, undermine con-
25 sumer confidence in the supply chain, and

1 threaten the integrity of agricultural and
2 consumable goods;

3 (C) erode the national economy by increas-
4 ing the cost of goods, resulting in higher prices
5 for consumers, reducing tax revenues, and im-
6 pacting employees, customers, and businesses
7 alike; and

8 (D) impact the national security of the
9 United States through financing transnational
10 criminal activity and providing profit and pro-
11 ceeds supporting larger criminal goals of the
12 criminal organizations; and

13 (15) it has become necessary for Congress to—

14 (A) amend title 18, United States Code, to
15 ensure that law enforcement has the legal tools
16 necessary to combat organized retail crime in
17 the same capacity that law enforcement is able
18 to combat theft and diversion from other por-
19 tions of the supply chain; and

20 (B) direct the executive branch to create a
21 central coordination center to align Federal,
22 State, local, territorial, and Tribal efforts to
23 combat organized retail crime and organized
24 supply chain crime.

1 **SEC. 203. AMENDMENTS TO TITLE 18, UNITED STATES**

2 **CODE.**

3 Part I of title 18, United States Code, is amended—

4 (1) in section 982(a)(5)—

5 (A) by redesignating subparagraphs (C),
6 (D), and (E) as subparagraphs (D), (E), and
7 (F), respectively;

8 (B) by inserting after subparagraph (B)
9 the following:

10 “(C) section 659 (interstate or foreign ship-
11 ments by carrier; State prosecutions);”;

12 (C) in subparagraph (E), as so redesi-
13 gnated, by striking “; or” and inserting a semi-
14 colon; and

15 (D) by inserting after subparagraph (F),
16 as so redesignated, the following:

17 “(G) section 2314 (transportation of stolen
18 goods, securities, moneys, fraudulent State tax
19 stamps, or articles used in counterfeiting); or

20 “(H) section 2315 (sale or receipt of stolen
21 goods, securities, moneys, or fraudulent State tax
22 stamps);”;

23 (2) in section 1956(c)—

24 (A) in paragraph (5), by striking “and
25 money orders” and inserting “money orders,

1 general-use prepaid cards, gift certificates, and
2 store gift cards”; and

3 (B) in paragraph (7)(D)—

4 (i) by inserting “section 659 (inter-
5 state or foreign shipments by carrier; State
6 prosecutions),” after “section 658 (relating
7 to property mortgaged or pledged to farm
8 credit agencies),”; and

9 (ii) by inserting “section 2314 (trans-
10 portation of stolen goods, securities, mon-
11 eys, fraudulent State tax stamps, or arti-
12 cles used in counterfeiting), section 2315
13 (sale or receipt of stolen goods, securities,
14 moneys, or fraudulent State tax stamps),”
15 after “section 2281 (relating to violence
16 against maritime fixed platforms),”;

17 (3) in section 2314, in the first paragraph—

18 (A) by inserting “or of an aggregate value
19 of \$5,000 or more during any 12-month pe-
20 riod,” after “more,”;

21 (B) by inserting “embezzled,” after “sto-
22 len,”; and

23 (C) by inserting “, false pretense, or other
24 illegal means” after “fraud”; and

1 (4) in section 2315, in the first paragraph, by
2 inserting “or of an aggregate value of \$5,000 or
3 more during any 12-month period,” after “\$5,000 or
4 more.”.

5 **SEC. 204. ESTABLISHMENT OF A CENTER TO COMBAT OR-**
6 **GANIZED RETAIL AND SUPPLY CHAIN CRIME.**

7 (a) IN GENERAL.—Title III of the Trade Facilitation
8 and Trade Enforcement Act of 2015 (19 U.S.C. 4341 et
9 seq.) is amended by inserting after section 305 the fol-
10 lowing:

11 **“SEC. 305A. ORGANIZED RETAIL AND SUPPLY CHAIN CRIME**
12 **COORDINATION CENTER.**

13 “(a) DEFINITIONS.—In this section:

14 “(1) CENTER.—The term ‘Center’ means the
15 Organized Retail and Supply Chain Crime Coordina-
16 tion Center established pursuant to subsection
17 (b)(1).

18 “(2) ORGANIZED RETAIL AND SUPPLY CHAIN
19 CRIME.—The term ‘organized retail and supply
20 chain crime’ includes—

21 “(A) any crime described in section 659,
22 2117, 2314, or 2315 of title 18, United States
23 Code, that is committed by, in coordination
24 with, or at the instruction of an organization;

1 “(B) aiding or abetting the commission of,
2 or conspiring to commit, any act that is in fur-
3 therance of a violation of a crime referred to in
4 subparagraph (A); and

5 “(C) other crimes related to those de-
6 scribed in subparagraphs (A) and (B).

7 “(3) SECRETARY.—The term ‘Secretary’ means
8 the Secretary of Homeland Security.

9 “(4) EXECUTIVE ASSOCIATE DIRECTOR.—The
10 term ‘Executive Associate Director’ means the Exec-
11 utive Associate Director of Homeland Security In-
12 vestigations.

13 “(b) ORGANIZED RETAIL AND SUPPLY CHAIN CRIME
14 COORDINATION CENTER.—

15 “(1) ESTABLISHMENT.—Not later than 90 days
16 after the date of enactment of the Combating Orga-
17 nized Retail Crime Act of 2026, the Secretary shall
18 direct the Executive Associate Director to establish
19 the Organized Retail and Supply Chain Crime Co-
20 ordination Center.

21 “(2) DUTIES.—The duties of the Center shall
22 include—

23 “(A) coordinating Federal law enforcement
24 activities related to organized retail and supply
25 chain crime, including investigations of national

1 and transnational criminal organizations that
2 are engaged in organized retail and supply
3 chain crime;

4 “(B) establishing relationships with State
5 and local law enforcement agencies and organi-
6 zations, including organized retail crime asso-
7 ciations and cargo theft associations, and shar-
8 ing information regarding organized retail and
9 supply chain crime threats with such agencies
10 and organizations;

11 “(C) assisting State and local law enforce-
12 ment agencies with State and local investiga-
13 tions of organized retail and supply chain crime
14 groups;

15 “(D) establishing relationships with retail,
16 transportation, and other companies determined
17 by the Executive Associate Director to have sig-
18 nificant interests relating to organized retail
19 and supply chain crime threats, sharing infor-
20 mation with those companies regarding such
21 threats, collaborating on investigations and loss
22 prevention activities as appropriate, and pro-
23 viding a mechanism for the receipt of investiga-
24 tive information on such threats;

1 “(E) establishing a secure system for shar-
2 ing information regarding organized retail and
3 supply chain crime threats by leveraging exist-
4 ing information systems at the Department of
5 Homeland Security and the Department of Jus-
6 tice;

7 “(F) tracking trends with respect to orga-
8 nized retail and supply chain crime and releas-
9 ing annual public reports on such trends; and

10 “(G) supporting the provision of training
11 and technical assistance in accordance with sub-
12 section (c).

13 “(3) LEADERSHIP; STAFFING.—

14 “(A) DIRECTOR.—The Center shall be
15 headed by a Director, who shall be—

16 “(i) an experienced law enforcement
17 officer;

18 “(ii) appointed by the Director of
19 U.S. Immigration and Customs Enforce-
20 ment; and

21 “(iii) in a Senior Executive Service
22 position as defined in section 3132 of title
23 5, United States Code.

24 “(B) DEPUTY DIRECTOR.—The Director of
25 the Center shall be assisted by a Deputy Direc-

1 Combating Organized Retail Crime Act of
2 2026, the Secretary shall submit a report
3 regarding the establishment of the Center
4 to—

5 “(I) the Committee on the Judi-
6 ciary of the Senate;

7 “(II) the Committee on Home-
8 land Security and Governmental Af-
9 fairs of the Senate;

10 “(III) the Committee on the Ju-
11 diciary of the House of Representa-
12 tives; and

13 “(IV) the Committee on Home-
14 land Security of the House of Rep-
15 resentatives.

16 “(ii) CONTENTS.—The report required
17 under clause (i) shall include a description
18 of—

19 “(I) the organizational structure
20 of the Center;

21 “(II) the agencies and partner
22 organizations that are represented
23 within the Center;

1 “(III) any challenges required to
2 be addressed while establishing the
3 Center;

4 “(IV) any lessons learned from
5 establishing the Center, including suc-
6 cessful prosecutions resulting from the
7 activities of the Center;

8 “(V) recommendations for ways
9 to strengthen the enforcement of laws
10 involving organized retail and supply
11 chain crime;

12 “(VI) the intersections and com-
13 monalities between organized retail
14 crime organizations and other orga-
15 nized theft groups, including supply
16 chain diversion and theft; and

17 “(VII) the impact of organized
18 theft groups on the scarcity of vital
19 products, including medicines, per-
20 sonal protective equipment, and infant
21 formula.

22 “(B) ANNUAL REPORT.—Beginning on the
23 date that is 1 year after the submission of the
24 report required under subparagraph (A), and
25 each year thereafter, the Secretary shall submit

1 an annual report that describes the activities of
2 the Center during the previous year to the con-
3 gressional committees listed in subparagraph
4 (A)(i).

5 “(6) SUNSET.—

6 “(A) IN GENERAL.—The authority of the
7 Center shall terminate on the date that is 7
8 years after the date on which the Center is es-
9 tablished under paragraph (1).

10 “(B) WIND DOWN.—The Secretary shall
11 take such actions as may be necessary to wind
12 down the Center in accordance with subpara-
13 graph (A).

14 “(c) TRAINING AND TECHNICAL ASSISTANCE.—

15 “(1) EVALUATION.—Not later than 180 days
16 after the date of enactment of the Combating Orga-
17 nized Retail Crime Act of 2026, the Secretary and
18 the Attorney General shall conduct an evaluation of
19 existing Federal programs that provide grants,
20 training, and technical support to State, local, and
21 Tribal law enforcement to assist in countering orga-
22 nized retail and supply chain crime.

23 “(2) EVALUATION SCOPE.—The evaluation re-
24 quired under paragraph (1) shall evaluate, at a min-
25 imum—

1 “(A) the Homeland Security Grant Pro-
2 gram at the Federal Emergency Management
3 Agency;

4 “(B) grant programs at the Office of Jus-
5 tice Programs within the Department of Jus-
6 tice; and

7 “(C) relevant training programs at the
8 Federal Law Enforcement Training Center.

9 “(3) REPORT.—Not later than 45 days after
10 the completion of the evaluation required under
11 paragraph (1), the Secretary and the Attorney Gen-
12 eral shall jointly submit a report to the congressional
13 committees listed in subsection (b)(5)(A)(i) that—

14 “(A) describes the results of such evalua-
15 tion; and

16 “(B) includes recommendations on ways to
17 expand grants, training, and technical assist-
18 ance for combating organized retail and supply
19 chain crime.

20 “(4) ENHANCING OR MODIFYING TRAINING AND
21 TECHNICAL ASSISTANCE.—Not later than 45 days
22 after submitting the report required under para-
23 graph (3), the Secretary and the Attorney General
24 shall jointly issue formal guidance to relevant agen-
25 cies and offices within the Department of Homeland

1 Security and the Department of Justice for modi-
2 fying or expanding, as appropriate, the prioritization
3 of training and technical assistance designed to
4 counter organized retail and supply chain crime.”.

5 (b) CLERICAL AMENDMENT.—The table of contents
6 for the Trade Facilitation and Trade Enforcement Act of
7 2015 (Public Law 114–125; 130 Stat. 122) is amended
8 by inserting after the item relating to section 305 the fol-
9 lowing:

“Sec. 305A. Organized Retail and Supply Chain Crime Coordination Center.”.

10 **TITLE III—LIEUTENANT**
11 **OSVALDO ALBARATI STOP-**
12 **PING PRISON CONTRABAND**
13 **ACT**

14 **SEC. 301. SHORT TITLE.**

15 This title may be cited as the “Lieutenant Osvaldo
16 Albarati Stopping Prison Contraband Act”.

17 **SEC. 302. PROHIBITED PROVISION OF A PHONE.**

18 Section 1791(b) of title 18, United States Code, is
19 amended—

20 (1) by redesignating paragraphs (4) and (5) as
21 paragraphs (5) and (6), respectively;

22 (2) by inserting after paragraph (3) the fol-
23 lowing:

24 “(4) in the case of a violation of subsection
25 (a)(1), imprisonment for not more than 2 years, or

1 both, if the object is specified in subsection
2 (d)(1)(F) of this section;” and

3 (3) in paragraph (5), as so redesignated, by in-
4 serting “, in the case of a violation of subsection
5 (a)(2),” before “(d)(1)(F)”.

6 **SEC. 303. REVIEW OF POLICIES.**

7 Not later than 1 year after the date of enactment
8 of this Act, the Director of the Bureau of Prisons shall—

9 (1) conduct a review of the policies of the Bu-
10 reau of Prisons pertaining to inmates who make,
11 possess, obtain, or attempt to make or obtain a pro-
12 hibited object, as defined in section 1791(d)(1) of
13 title 18, United States Code; and

14 (2) update those policies as needed to improve
15 protections for incarcerated individuals and staff.

16 **TITLE IV—COMBATING ILLICIT**
17 **XYLAZINE**

18 **SEC. 401. SHORT TITLE.**

19 This title may be cited as the “Combating Illicit
20 Xylazine Act”.

21 **SEC. 402. DEFINITIONS.**

22 (a) IN GENERAL.—In this title—

23 (1) the term “practitioner” has the meaning
24 given the term under section 102 of the Controlled
25 Substances Act (21 U.S.C. 802); and

1 (2) the term “xylazine” has the meaning given
2 the term in paragraph (61) of section 102 of the
3 Controlled Substances Act, as added by subsection
4 (b) of this section.

5 (b) CONTROLLED SUBSTANCES ACT.—Section 102 of
6 the Controlled Substances Act (21 U.S.C. 802) is amend-
7 ed by adding at the end the following:

8 “(61) The term ‘xylazine’ means the substance
9 xylazine, including its salts, isomers, and salts of isomers
10 whenever the existence of such salts, isomers, and salts
11 of isomers is possible.”.

12 **SEC. 403. ADDING XYLAZINE TO SCHEDULE III.**

13 Schedule III of section 202(c) of the Controlled Sub-
14 stances Act (21 U.S.C. 812) is amended by adding at the
15 end the following:

16 “(f) Unless specifically excepted or unless listed in
17 another schedule, any material, compound, mixture, or
18 preparation which contains any quantity of xylazine.”.

19 **SEC. 404. AMENDMENTS.**

20 (a) AMENDMENT.—Section 102 of the Controlled
21 Substances Act (21 U.S.C. 802) is amended by striking
22 paragraph (27) and inserting the following:

23 “(27)(A) Except as provided in subparagraph (B),
24 the term ‘ultimate user’ means a person who has lawfully
25 obtained, and who possesses, a controlled substance for

1 the use by the person or for the use of a member of the
2 household of the person or for an animal owned by the
3 person or by a member of the household of the person.

4 “(B)(i) In the case of xylazine, other than for a drug
5 product approved under subsection (b) or (j) of section
6 505 of the Federal Food, Drug, and Cosmetic Act (21
7 U.S.C. 355), the term ‘ultimate user’ means a person—

8 “(I) to whom xylazine was dispensed by—

9 “(aa) a veterinarian registered under this
10 Act; or

11 “(bb) a pharmacy registered under this
12 Act pursuant to a prescription of a veterinarian
13 registered under this Act; and

14 “(II) who possesses xylazine for—

15 “(aa) an animal owned by the person or by
16 a member of the household of the person;

17 “(bb) an animal under the care of the per-
18 son;

19 “(cc) use in government animal-control
20 programs authorized under applicable Federal,
21 State, Tribal, or local law; or

22 “(dd) use in wildlife programs authorized
23 under applicable Federal, State, Tribal, or local
24 law.

1 “(ii) In this subparagraph, the term ‘person’ in-
2 cludes—

3 “(I) a government agency or business where
4 animals are located; and

5 “(II) an employee or agent of an agency or
6 business acting within the scope of their employment
7 or agency.”.

8 (b) FACILITIES.—An entity that manufactures
9 xylazine, as of the date of enactment of this Act, shall
10 not be required to make capital expenditures necessary to
11 install the security standard required of schedule III of
12 the Controlled Substances Act (21 U.S.C. 801 et seq.) for
13 the purposes of manufacturing xylazine.

14 (c) LABELING.—The requirements related to label-
15 ing, packaging, and distribution logistics of a controlled
16 substance in schedule III of section 202(c) of the Con-
17 trolled Substances Act (21 U.S.C. 812(c)) shall not take
18 effect for xylazine until the date that is 1 year after the
19 date of enactment of this Act.

20 (d) PRACTITIONER REGISTRATION.—The require-
21 ments related to practitioner registration, inventory, and
22 recordkeeping of a controlled substance in schedule III of
23 section 202(c) of the Controlled Substances Act (21
24 U.S.C. 812(c)) shall not take effect for xylazine until the
25 date that is 60 days after the date of enactment of this

1 Act. A practitioner that has applied for registration during
2 the 60-day period beginning on the date of enactment of
3 this Act may continue their lawful activities until such ap-
4 plication is approved or denied.

5 (e) MANUFACTURER TRANSITION.—The Food and
6 Drug Administration and the Drug Enforcement Adminis-
7 tration shall facilitate and expedite the relevant manufac-
8 turer submissions or applications required by the place-
9 ment of xylazine on schedule III of section 202(c) of the
10 Controlled Substances Act (21 U.S.C. 812(c)).

11 (f) CLARIFICATION.—Nothing in this section, or the
12 amendments made by this section, shall be construed to
13 require the registration of an ultimate user of xylazine
14 under the Controlled Substances Act (21 U.S.C. 801 et
15 seq.) in order to possess xylazine in accordance with sub-
16 paragraph (B) of section 102(27) of that Act (21 U.S.C.
17 802(27)), as added by subsection (a) of this section.

18 **SEC. 405. ARCOS TRACKING.**

19 Section 307(i) of the Controlled Substances Act (21
20 U.S.C. 827(i)) is amended—

21 (1) in the matter preceding paragraph (1)—

22 (A) by inserting “or xylazine” after
23 “gamma hydroxybutyric acid”;

24 (B) by inserting “or 512” after “section
25 505”; and

1 (C) by inserting “respectively,” after “the
2 Federal Food, Drug, and Cosmetic Act,”; and
3 (2) in paragraph (6), by inserting “and
4 xylazine” after “gamma hydroxybutyric acid”.

5 **SEC. 406. SENTENCING COMMISSION.**

6 Pursuant to its authority under section 994(p) of title
7 28, United States Code, the United States Sentencing
8 Commission shall review and, if appropriate, amend its
9 sentencing guidelines, policy statements, and official com-
10 mentary applicable to persons convicted of an offense
11 under section 401 of the Controlled Substances Act (21
12 U.S.C. 841) or section 1010 of the Controlled Substances
13 Import and Export Act (21 U.S.C. 960) to provide appro-
14 priate penalties for offenses involving xylazine that are
15 consistent with the amendments made by this title. In car-
16 rying out this section, the Commission should consider the
17 common forms of xylazine as well as its use alongside
18 other scheduled substances.

19 **SEC. 407. REPORT TO CONGRESS ON XYLAZINE.**

20 (a) CONTROL REPORT.—

21 (1) IN GENERAL.—Not later than 30 days after
22 the date of enactment of this Act, the Attorney Gen-
23 eral, acting through the Administrator of the Drug
24 Enforcement Administration and in coordination
25 with the Secretary of Health and Human Services,

1 shall submit to Congress a report with an assess-
2 ment of the factors listed in section 201(c) of the
3 Controlled Substances Act (21 U.S.C. 811(c)) for
4 xylazine, which includes a scientific and medical
5 evaluation and recommendations from the Secretary
6 of Health and Human Services and a law enforce-
7 ment and abuse evaluation by the Drug Enforce-
8 ment Administration.

9 (2) REQUIREMENTS.—The report required
10 under paragraph (1) shall—

11 (A) include the full text of the scientific
12 and medical evaluation and recommendations
13 regarding whether xylazine should be controlled
14 as a controlled substance, submitted by the Sec-
15 retary of Health and Human Services to the
16 Attorney General pursuant to section 201(b) of
17 the Controlled Substances Act (21 U.S.C.
18 811(b)) on or before December 31, 2025; and

19 (B) be published on the websites of the
20 Department of Health and Human Services and
21 the Department of Justice.

22 (b) INITIAL REPORT.—Not later than 18 months
23 after the date of the enactment of this Act, the Attorney
24 General, acting through the Administrator of the Drug
25 Enforcement Administration and in coordination with the

1 Commissioner of Food and Drugs, shall submit to Con-
2 gress a report on the prevalence of illicit use of xylazine
3 in the United States and the impacts of such use, includ-
4 ing—

5 (1) where the drug is being diverted;

6 (2) where the drug is originating; and

7 (3) whether any analogues to xylazine, or re-
8 lated or derivative substances, exist and present a
9 substantial risk of abuse.

10 (c) ADDITIONAL REPORT.—Not later than 4 years
11 after the date of the enactment of this Act, the Attorney
12 General, acting through the Administrator of the Drug
13 Enforcement Administration and in coordination with the
14 Commissioner of Food and Drugs, shall submit to Con-
15 gress a report updating Congress on the prevalence and
16 proliferation of xylazine trafficking and misuse in the
17 United States.