119TH CONGRESS
1st Session

HOUSE OF REPRESENTATIVES

REPORT
119–65

SECURE SPACE ACT OF 2025

APRIL 24, 2025.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. GUTHRIE, from the Committee on Energy and Commerce, submitted the following

REPORT

[To accompany H.R. 2458]

The Committee on Energy and Commerce, to whom was referred the bill (H.R. 2458) to amend the Secure and Trusted Communications Networks Act of 2019 to prohibit the Federal Communications Commission from granting a license or United States market access for a geostationary orbit satellite system or a nongeostationary orbit satellite system, or an authorization to use an individually licensed earth station or a blanket-licensed earth station, if the license, grant of market access, or authorization would be held or controlled by an entity that produces or provides any covered communications equipment or service or an affiliate of such an entity, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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59–006

PURPOSE AND SUMMARY

H.R. 2458, the "Secure Space Act of 2025" would amend the Secure and Trusted Communications Network Act of 2019 by adding a new section preventing the Federal Communications Commission (FCC) from granting a license for, or a petition for declaratory ruling to access the United States market using, a geostationary orbit (GSO) satellite system or a non-geostationary orbit (NGSO) satellite system, or an authorization to use an individually licensed earth station or a blanket-licensed earth station, if the license, grant of market access, or authorization would be held or controlled by an entity that produces or provides any communications equipment or service on the FCC's covered list (a list identifying communications equipment and services that pose a unacceptable risk to U.S. national security) or an affiliate of such entity (as defined in the Communications Act of 1934). H.R. 2458 would also require the FCC to issue rules one year after the bill's enactment to implement this legislation.

BACKGROUND AND NEED FOR LEGISLATION

In the last few years, the United States has seen significant advancements in the ability of satellites to provide broadband internet and other critical services to consumers and businesses throughout the country and the world. In fact, American satellite operators are leading the world in developing next-generation space technologies, services, and applications. These developments have been especially beneficial to Americans living in areas where other types of technologies have not been built yet to provide communications services to American homes and businesses due to geographic considerations and other factors.

However, it is also the case that other countries, including foreign adversaries of the United States, are making aggressive moves to dominate the satellite industry. Indeed, the Chinese Communist Party has placed satellite internet in its list of priorities for new infrastructure,[1] signaling increased investment in this burgeoning sector. And in the last few years, the combined satellite fleets of China and Russia have grown by approximately 70 percent.[2]

In light of these developments, it is imperative that Congress take the necessary steps to ensure that satellite networks providing service in the United States are secure and protected (along with their relevant supply chains) from threats by untrusted actors. The United States cannot risk having its satellite networks face the same national security challenges that certain domestic terrestrial communications networks have faced, especially given the global nature of satellite network operations. Accordingly, H.R. 2458 addresses these concerns by preventing an entity producing or providing communications equipment or services that have been identified as a national security risk (or an affiliate as defined in the Communications Act of 1934) from gaining access to the U.S. satellite marketplace.

[1] Makena Young & Akhil Thadani, Low Orbit, High Stakes, Center for Strategic & International Studies (Dec. 14, 2022).

[2] Defense Intelligence Agency, Challenges to Security in Space (2022).

Committee Action

On February 2, 2023, the Subcommittee on Communications and Technology held a hearing entitled, "Launching Into the State of the Satellite Marketplace." The Subcommittee received testimony from:

- Tom Stroup, President, Satellite Industry Association;
- Julie Zoller, Head of Global Regulatory Affairs, Project Kuiper at Amazon;
- Jennifer A. Manner, Senior Vice President of Regulatory Affairs, Echostar Corporation;
- Margo Deckard, Co-Founder and Chief Operating Officer, Lynk Global, Inc.; and
- Kari Bingen, Director of the Aerospace Security Project and Senior Fellow at the International Security Program, Center for Strategic and International Studies.

On February 8, 2023, the Subcommittee on Communications and Technology held a hearing entitled, "Liftoff: Unleashing Innovation in Satellite Communications Technologies." The Subcommittee received testimony on the Secure Space Act from:

- David Goldman, Senior Director of Satellite Policy, SpaceX;
- Peter Davidson, Vice President of Global Government Affairs & Policy, Intelsat;
- Whitney Q. Lohmeyer, Professor of Engineering, Olin College of Engineering; and
- Danielle Piñeres, Vice President of Regulatory Affairs & Compliance, Planet Labs.

On March 8, 2023, the Subcommittee on Communications and Technology met in open markup session and forwarded the Secure Space Act (introduced in the 118th Congress as H.R. 675), as amended, to the full Committee by a record vote of 26 yeas and 0 nays.

On March 23, 2023, the full Committee on Energy and Commerce met in open markup session and ordered H.R. 675, as amended, favorably reported to the House by a record vote of 46 yeas and 0 nays.

H.R. 2458 was reintroduced on March 27, 2025 by Representatives Frank Pallone (D–NJ) and Brett Guthrie (R–KY). On April 9, 2025, the full Committee on Energy and Commerce met in open markup session and ordered H.R. 2458 favorably reported to the House by a record vote of 52 yeas and 1 nay.

Committee Votes

Clause 3(b) of rule XIII requires the Committee to list the record votes on the motion to report legislation and amendments thereto. The following reflects the record votes taken during the Committee consideration:

As of 02/24/2025

COMMITTEE ON ENERGY AND COMMERCE
119TH CONGRESS
ROLL CALL VOTE # 9

BILL: H.R. 2458

AMENDMENT: Final Passage

DISPOSITION: **Agreed to,** by a roll call vote of 52 yeas and 1 nay.

REPRESENTATIVE	YEAS	NAYS	PRESENT	REPRESENTATIVE	YEAS	NAYS	PRESENT
Mr. Guthrie	X			Mr. Pallone	X		
Mr. Latta	X			Ms. DeGette	X		
Mr. Griffith	X			Ms. Schakowsky	X		
Mr. Bilirakis	X			Ms. Matsui	X		
Mr. Hudson	X			Ms. Castor	X		
Mr. Carter (GA)	X			Mr. Tonko	X		
Mr. Palmer	X			Ms. Clarke		X	
Mr. Dunn	X			Mr. Ruiz	X		
Mr. Crenshaw	X			Mr. Peters	X		
Mr. Joyce	X			Mrs. Dingell	X		
Mr. Weber	X			Mr. Veasey	X		
Mr. Allen	X			Ms. Kelly	X		
Mr. Balderson	X			Ms. Barragán	X		
Mr. Fulcher	X			Mr. Soto	X		
Mr. Pfluger	X			Ms. Schrier	X		
Mrs. Harshbarger	X			Ms. Trahan	X		
Mrs. Miller-Meeks	X			Ms. Fletcher	X		
Mrs. Cammack	X			Ms. Ocasio-Cortez	X		
Mr. Obernolte	X			Mr. Auchincloss	X		
Mr. James	X			Mr. Carter (LA)	X		
Mr. Bentz	X			Mr. Menendez	X		
Mrs. Houchin	X			Mr. Mullin	X		
Mr. Fry	X			Mr. Landsman	X		
Ms. Lee				Ms. McClellan	X		
Mr. Langworthy	X						
Mr. Kean	X						
Mr. Rulli	X						
Mr. Evans	X						
Mr. Goldman	X						
Mrs. Fedorchak	X						

04/08/2025

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Oversight Findings and Recommendations

Pursuant to clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII, the Committee held hearings and made findings that are reflected in this report.

New Budget Authority, Entitlement Authority, and Tax Expenditures

Pursuant to clause 3(c)(2) of rule XIII, the Committee finds that H.R. 2458 would result in no new or increased budget authority, entitlement authority, or tax expenditures or revenues.

Congressional Budget Office Estimate

Pursuant to clause 3(c)(3) of rule XIII, at the time this report was filed, the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974 was not available.

Federal Mandates Statement

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act.

Statement of General Performance Goals and Objectives

Pursuant to clause 3(c)(4) of rule XIII, the general performance goal or objective of this legislation is to prohibit the Federal Communications Commission from granting a license, market access, or an authorization to an entity producing or providing communications equipment or services that have been identified as a national security risk (or an affiliate as defined in the Communications Act of 1934) to operate a geostationary orbit satellite system or a nongeostationary orbit satellite system, or to use an individually licensed earth station or a blanket-licensed earth station, in the United States.

Duplication of Federal Programs

Pursuant to clause 3(c)(5) of rule XIII, no provision of H.R. 2458 is known to be duplicative of another Federal program, including any program that was included in a report to Congress pursuant to section 21 of Public Law 111–139 or the most recent Catalog of Federal Domestic Assistance.

Related Committee and Subcommittee Hearings

Pursuant to clause 3(c)(6) of rule XIII, the following hearings were used to develop or consider the Secure Space Act:

- On February 2, 2023, the Subcommittee on Communications and Technology held a hearing entitled, “Launching Into the State of the Satellite Marketplace.” The Subcommittee received testimony from:
  - Tom Stroup, President, Satellite Industry Association;
  - Julie Zoller, Head of Global Regulatory Affairs, Project Kuiper at Amazon;

  - Jennifer A. Manner, Senior Vice President of Regulatory Affairs, Echostar Corporation;
  - Margo Deckard, Co-Founder and Chief Operating Officer, Lynk Global, Inc.; and
  - Kari Bingen, Director of the Aerospace Security Project and Senior Fellow at the International Security Program, Center for Strategic and International Studies.
- On February 8, 2023, the Subcommittee on Communications and Technology held a hearing entitled, "Liftoff: Unleashing Innovation in Satellite Communications Technologies." The Subcommittee received testimony on the Secure Space Act from:
  - David Goldman, Senior Director of Satellite Policy, SpaceX;
  - Peter Davidson, Vice President of Global Government Affairs & Policy, Intelsat;
  - Whitney Q. Lohmeyer, Professor of Engineering, Olin College of Engineering; and
  - Danielle Piñeres, Vice President of Regulatory Affairs & Compliance, Planet Labs.

Committee Cost Estimate

Pursuant to clause 3(d)(1) of rule XIII, the Committee adopts as its own the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974. At the time this report was filed, the estimate was not available.

Earmark, Limited Tax Benefits, and Limited Tariff Benefits

Pursuant to clause 9(e), 9(f), and 9(g) of rule XXI, the Committee finds that H.R. 2458 contains no earmarks, limited tax benefits, or limited tariff benefits.

Advisory Committee Statement

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

Applicability to Legislative Branch

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

Section-by-Section Analysis of the Legislation

Section 1. Short title

This section designates that the short title may be cited as the "Secure Space Act of 2025".

Section 2. Prohibition on grant of certain licenses, United States market access, or earth station authorizations

This section would amend the Secure and Trusted Communications Networks Act of 2019 by adding a new section to prevent the FCC from granting a license for, or a petition for declaratory ruling to access the United States market using, GSO satellite system or NGSO satellite system, or an authorization to use an individually licensed earth station or a blanket-licensed earth station if the license, grant of market access, or authorization would be held or controlled by an entity that produces or provides any communications equipment or service on the FCC's covered list or an affiliate of such entity (as defined in the Communications Act of 1934). This section would also require the FCC to issue rules one year after the Act's enactment to implement this legislation and defines key terms used in the legislation.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, and existing law in which no change is proposed is shown in roman):

SECURE AND TRUSTED COMMUNICATIONS NETWORKS ACT OF 2019

* * * * * * *

SEC. 10. PROHIBITION ON GRANT OF CERTAIN SATELLITE LICENSES, UNITED STATES MARKET ACCESS, OR EARTH STATION AUTHORIZATIONS.

(a) IN GENERAL.—The Commission may not grant a license for, or a petition for a declaratory ruling to access the United States market using, a geostationary orbit satellite system or a nongeostationary orbit satellite system, or an authorization to use an individually licensed earth station or a blanket-licensed earth station, if such license, grant of market access, or authorization would be held or controlled by—

(1) an entity that produces or provides any covered communications equipment or service; or

(2) an affiliate (as defined in section 3 of the Communications Act of 1934 (47 U.S.C. 153)) of an entity described in paragraph (1).

(b) DEFINITIONS.—In this section:

(1) BLANKET-LICENSED EARTH STATION.—The term "blanket-licensed earth station" means an earth station that is licensed with a geostationary orbit satellite system or a nongeostationary orbit satellite system.

(2) GATEWAY STATION.—The term "gateway station" means an earth station or a group of earth stations that—

(A) supports the routing and switching functions of a geostationary orbit satellite system or a nongeostationary orbit satellite system;

(B) may also be used for telemetry, tracking, and command transmissions;

(C) does not originate or terminate communication traffic; and

(D) is not for the exclusive use of any customer.

(3) INDIVIDUALLY LICENSED EARTH STATION.—The term "individually licensed earth station" means—

(A) an earth station (other than a blanket-licensed earth station) that sends a signal to, and receives a signal from, a geostationary orbit satellite system or a nongeostationary orbit satellite system; or

(B) a gateway station.

SEC. [10.] *11*. SEVERABILITY.

If any provision of this Act, or the application of such a provision to any person or circumstance, is held to be unconstitutional, the remaining provisions of this Act, and the application of such provisions to any person or circumstance, shall not be affected thereby.

SEC. [11.] *12*. DETERMINATION OF BUDGETARY EFFECTS.

The budgetary effects of this Act, for the purpose of complying with the Statutory Pay-As-You-Go Act of 2010, shall be determined by reference to the latest statement titled "Budgetary Effects of PAYGO Legislation" for this Act, submitted for printing in the Congressional Record by the Chairman of the House Budget Committee, provided that such statement has been submitted prior to the vote on passage.

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