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119TH CONGRESS }
1st Session

SENATE

{ REPORT
119-48

COMBATING CCP LABOR ABUSES ACT OF
2025

R E P O R T

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND
TRANSPORTATION

ON

S. 580



JULY 28, 2025.—Ordered to be printed

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SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ONE HUNDRED NINETEENTH CONGRESS

FIRST SESSION

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Mr. CRUZ, from the Committee on Commerce, Science, and
Transportation, submitted the following

R E P O R T

[To accompany S. 580]

[Including cost estimate of the Congressional Budget Office]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 580) to require the Secretary of Commerce to provide training and guidance relating to human rights abuses, including such abuses perpetrated against the Uyghur population by the Government of the People's Republic of China, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

PURPOSE OF THE BILL

The purpose of S. 580 is to require the Secretary of Commerce to provide training and guidance relating to human rights abuses, including such abuses perpetrated against the Uyghur population by the Government of the People's Republic of China.

BACKGROUND AND NEEDS

The Chinese Communist Party (CCP) has repeatedly perpetrated human rights abuses—including in the Xinjiang Uyghur Autonomous Region—against Uyghurs and other ethnic and religious minority groups. Since 2017, the CCP has imprisoned more than 1 million Muslims, predominantly Uyghur Muslims, in reeducation camps and subjected millions more to intense surveillance, forced

labor, involuntary sterilization, and other human rights abuses.¹ As a result, in 2021, the Secretary of State determined that the People’s Republic of China, “under direction and control” of the CCP, had “committed genocide against predominantly Muslim Uyghurs and other ethnic and religious minority groups.”²

The U.S. Department of Commerce provides many services for U.S. businesses, including export counseling and identifying risks of forced labor in supply chains. The Bureau of Industry and Security, within the U.S. Department of Commerce, has taken singular action and joint action with interagency partners in response to the repression of the Uyghurs and other ethnic and religious minority groups in Xinjiang. On July 13, 2021, the U.S. Department of Commerce, and five other agencies issued an updated Xinjiang Supply Chain Business Advisory to highlight the heightened risks for businesses with supply chain and investment links to Xinjiang.³ On September 26, 2023, the agencies issued an addendum to call attention to the CCP’s ongoing genocide and crimes against humanity in Xinjiang.⁴ S. 580 would build on existing human rights training for Department of Commerce staff by ensuring its workforce is informed about emerging trends and issues involving human rights abuses in Xinjiang.

SUMMARY OF PROVISIONS

S. 580 would require:

- The Secretary of Commerce to provide training for Department of Commerce employees pertaining to human rights issues perpetrated by the Government of the People’s Republic of China, including the use of forced labor against Uyghurs and other ethnic minority populations in the Xinjiang Uyghur Autonomous Region.
- The required training to be offered and updated at such times as the Secretary considers appropriate.
- The Secretary of Commerce to offer guidance on human rights issues to U.S. businesses engaged in interstate commerce or foreign direct investment, including businesses considering transactions with entities that may be subject to jurisdictions where significant human rights abuses have occurred, such as the People’s Republic of China.
- The guidance to include information about emerging trends and issues involving human rights abuses and the potential

¹Lindsay Maizland, “China’s Repression of Uyghurs in Xinjiang,” Council on Foreign Relations, September 22, 2022 (<https://www.cfr.org/background/china-xinjiang-uyghurs-muslims-repression-genocide-human-rights>).

²Secretary of State Michael R. Pompeo, U.S. Department of State, “Determination of the Secretary of State on Atrocities in Xinjiang,” January 19, 2021 (<https://2017-2021.state.gov/determination-of-the-secretary-of-state-on-atrocities-in-xinjiang/>).

³Department of State, Department of the Treasury, Department of Commerce, Department of Homeland Security, Office of the U.S. Trade Representative, and Department of Labor, *Risks and Considerations for Businesses and Individuals with Exposure to Entities Engaged in Forced Labor and Other Human Rights Abuses Linked to Xinjiang, China*, July 13, 2021 (<https://www.state.gov/wp-content/uploads/2021/07/Xinjiang-Business-Advisory-13July2021-1.pdf>).

⁴Department of State, Department of the Treasury, Department of Commerce, Office of the U.S. Trade Representative, Department of Labor, and Department of Homeland Security, *Addendum to July 2021 Advisory on the Risks and Considerations for Businesses and Individuals with Exposure to Entities Engaged in Forced Labor and Other Human Rights Abuses Linked to Xinjiang Uyghur Autonomous Region, People’s Republic of China*, September 26, 2023 (<https://www.state.gov/wp-content/uploads/2023/09/Xinjiang-Business-Advisory-Addendum-July-2023-FINAL-Accessible-09.26.2023.pdf>).

risks of conducting transactions with entities that are subject to the control of the People's Republic of China.

LEGISLATIVE HISTORY

S. 580, Combating CCP Labor Abuses Act of 2025, was introduced on February 13, 2025, by Senator Peters (for himself and Senators Lummis and Curtis) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. On April 30, 2025, the Committee met in open Executive Session and, by voice vote, ordered S. 580 reported favorably without amendment.

118th Congress

S. 484, the Combating Human Rights Abuses Act of 2023, was introduced on February 16, 2023, by Senator Peters (for himself and Senator Lummis) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. On July 27, 2023, the Committee met in open Executive Session and, by voice vote, ordered S. 484 reported favorably without amendment. On December 19, 2023, S. 484 passed the Senate with an amendment by unanimous consent.

117th Congress

S. 4101, the Combating Human Rights Abuses Act of 2022, was introduced on April 27, 2022, by Senator Peters (for himself and Senator Lummis) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. On May 25, 2022, the Committee met in open Executive Session and, by voice vote, ordered S. 4101 reported favorably without amendment.

ESTIMATED COSTS

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

S. 580, Combating CCP Labor Abuses Act of 2025			
As ordered reported by the Senate Committee on Commerce, Science, and Transportation on April 30, 2025			
By Fiscal Year, Millions of Dollars	2025	2025-2030	2025-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	2	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply? No	
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No

S. 580 would require the Department of Commerce to periodically train employees who provide counseling services to businesses engaged in interstate commerce or foreign direct investment on global human rights abuses perpetrated against the Uyghurs and other ethnic minorities by the government of the People's Republic of China. The bill also would direct the agency to provide guidance to such businesses, including ways to avoid doing business with countries implicated in human rights abuses.

CBO expects that the department would conduct training and update guidance once every three years starting in 2026. Using information from the department, CBO estimates that implementing S. 580 would cost \$2 million over the 2025–2030 period for temporary staff, contracts for online courses, and printed guides. Any related spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Margot Berman. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee provides the following evaluation of the regulatory impact of the legislation, as reported:

Number of Persons Covered

S. 580 would cover some individuals employed by the Department of Commerce who would receive training pertaining to human rights issues perpetrated by the Government of the People's Republic of China. It would also cover businesses engaged in interstate commerce or foreign direct investment, including businesses considering transactions with entities that may be subject to jurisdictions where significant human rights abuses have occurred, that voluntarily choose to use the guidance offered by the Secretary of Commerce on human rights issues.

Economic Impact

S. 580 is not expected to have an adverse impact on the Nation's economy.

Privacy

S. 580 would have no impact on the personal privacy of individuals.

Paperwork

S. 580 would not increase paperwork requirements for private individuals or businesses.

CONGRESSIONALLY DIRECTED SPENDING

In compliance with paragraph 4(b) of rule XLIV of the Standing Rules of the Senate, the Committee provides that no provisions contained in the bill, as reported, meet the definition of congressionally directed spending items under the rule.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title.

This section would provide that the bill may be cited as the “Combating CCP Labor Abuses Act of 2025”.

Section 2. Training for employees of the Department of Commerce relating to awareness of human rights abuses.

This section would require the Secretary of Commerce to provide training to Department of Commerce employees who counsel U.S. businesses engaged in interstate commerce or foreign direct investment (FDI). This section would also require that the training be designed to raise awareness about emerging trends and issues with respect to human rights abuses perpetrated by the Government of the People’s Republic of China against Uyghurs, and that it be incorporated into existing training provided by the Department to the greatest extent possible.

Section 3. Guidance for United States businesses relating to awareness of human rights abuses.

This section would require the Secretary of Commerce to offer guidance to U.S. businesses engaged in interstate commerce or FDI, including businesses that are, or are considering, conducting transactions with entities subject to the control or influence of jurisdictions where significant human rights abuses have occurred, such as the People’s Republic of China.

This section would also require the Secretary to incorporate this guidance into any counseling services provided by the Department to U.S. businesses. It would require the guidance to provide information about emerging trends and issues involving human rights abuses perpetrated by the Government of the People’s Republic of China consisting of the use of forced labor against Uyghurs and ethnic minorities in the Xinjiang Uyghur Autonomous Region. Lastly, this section would clarify that such guidance is for advisory purposes only.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee states that the bill as reported would make no change to existing law.

