

119TH CONGRESS
2D SESSION

H. R. 2853

AN ACT

To combat organized crime involving the illegal acquisition of retail goods and cargo for the purpose of selling those illegally obtained goods through physical and online retail marketplaces.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Combating Organized
3 Retail Crime Act of 2025”.

4 **SEC. 2. FINDINGS.**

5 It is the sense of Congress that—

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

16 (2) retailers face mounting thefts and fraud be-
17 cause of organized retail crime in and around stores,
18 online, and throughout the retail ecosystem, and, ac-
19 cording to the National Retail Federation, larceny
20 incidents increased by 93 percent in 2023 compared
21 to 2019, with a 90 percent rise in average dollar
22 loss;

23 (3) these thefts are often orchestrated by orga-
24 nized theft groups reselling and redistributing the
25 stolen goods back into the economy of the United
26 States or overseas to gain illicit profit and to finance

1 other criminal activity, and more than 84 percent of
2 retailers report that violence and aggression from
3 these criminal activities has become more of a con-
4 cern since 2022, resulting in injuries and deaths
5 among employees, customers, security officers, and
6 law enforcement personnel;

7 (4) product manufacturers and the supply chain
8 of the Nation are victims of alarming increases in
9 cargo theft across rails, roads, and the various dis-
10 tribution points across the Nation;

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

16 (6) these thefts range from large-scale physical
17 theft of goods from containers and storage to sophis-
18 ticated cybercriminal methods that divert shipments
19 to illicit receivers, causing significant financial losses
20 and operational supply chain disruptions;

21 (7) since 2022, more than 30 State laws have
22 been enacted to address organized theft, allow for
23 aggregation of thefts, and adjust penalties and en-
24 hancements, includin in 2024, California voters over-

1 whelmingly approving a constitutional reform to
2 allow aggregation of multiple or repeated thefts;

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

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

18 (10) the groups exist and operate at the local,
19 regional, and transnational level, targeting goods
20 that include raw and finished materials, various
21 branded retail products across all consumer cat-
22 egories, operational assets in retail commerce such
23 as reusable transport packaging products, and
24 consumable goods including agriculture, food prod-
25 ucts, and medicines;

1 (11) these groups are often polycriminal organi-
2 zations, using profit from the reselling of stolen
3 goods to support crimes involving drugs and weap-
4 ons trafficking;

5 (12) the organized theft groups engage in
6 human smuggling and have been known to use mi-
7 grants to commit crimes to support the organiza-
8 tions;

9 (13) the groups move products and illicit pro-
10 ceeds beyond the borders of the United States, fund-
11 ing nefarious groups and activities and threatening
12 the integrity of the international economy;

13 (14) organized theft groups—

14 (A) threaten the safety and liberty of indi-
15 viduals in the United States when those individ-
16 uals engage in commerce;

17 (B) impact the ability of the Nation to dis-
18 tribute goods to consumers, undermine con-
19 sumer confidence in the supply chain, and
20 threaten the integrity of agricultural and
21 consumable goods;

22 (C) erode the national economy by increas-
23 ing the cost of goods, resulting in higher prices
24 for consumers, reducing tax revenues, and im-

1 pacting employees, customers, and businesses
2 alike; and

3 (D) impact the national security of the
4 United States through financing transnational
5 criminal activity and providing profit and pro-
6 ceeds supporting larger criminal goals of the
7 criminal organizations; and

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

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

15 (B) direct the executive branch to create a
16 central coordination center to align Federal,
17 State, local, territorial, and Tribal efforts to
18 combat organized retail crime and organized
19 supply chain crime.

20 **SEC. 3. AMENDMENTS TO TITLE 18, UNITED STATES CODE.**

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

22 (1) in section 982(a)(5)—

23 (A) by redesignating subparagraphs (C),
24 (D), and (E) as subparagraphs (D), (E), and
25 (F), respectively;

1 (B) by inserting after subparagraph (B)
2 the following:

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

5 (C) in subparagraph (E), as so redesign-
6 nated, by striking “; or” and inserting a semi-
7 colon; and

8 (D) by inserting after subparagraph (F),
9 as so redesignated, the following:

10 “(G) section 2314 (transportation of stolen
11 goods, securities, moneys, fraudulent State tax
12 stamps, or articles used in counterfeiting); or

13 “(H) section 2315 (sale or receipt of stolen
14 goods, securities, moneys, or fraudulent State tax
15 stamps);”;

16 (2) in section 1956(c)—

17 (A) in paragraph (5), by striking “and
18 money orders” and inserting “money orders,
19 general-use prepaid cards, gift certificates, and
20 store gift cards”; and

21 (B) in paragraph (7)(D)—

22 (i) by inserting “section 659 (inter-
23 state or foreign shipments by carrier; State
24 prosecutions),” after “section 658 (relating

1 to property mortgaged or pledged to farm
2 credit agencies),”; and

3 (ii) by inserting “section 2314 (trans-
4 portation of stolen goods, securities, mon-
5 eys, fraudulent State tax stamps, or arti-
6 cles used in counterfeiting), section 2315
7 (sale or receipt of stolen goods, securities,
8 moneys, or fraudulent State tax stamps),”
9 after “section 2281 (relating to violence
10 against maritime fixed platforms),”;

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

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

15 (B) by inserting “embezzled,” after “sto-
16 len,”; and

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

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

1 **SEC. 4. ESTABLISHMENT OF A CENTER TO COMBAT ORGA-**
2 **NIZED RETAIL AND SUPPLY CHAIN CRIME.**

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

7 **“SEC. 305A. ORGANIZED RETAIL AND SUPPLY CHAIN CRIME**
8 **COORDINATION CENTER.**

9 “(a) DEFINITIONS.—In this section:

10 “(1) CENTER.—The term ‘Center’ means the
11 Organized Retail and Supply Chain Crime Coordina-
12 tion Center established pursuant to subsection
13 (b)(1).

14 “(2) ORGANIZED RETAIL AND SUPPLY CHAIN
15 CRIME.—The term ‘organized retail and supply
16 chain crime’ includes—

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

21 “(B) aiding or abetting the commission of,
22 or conspiring to commit, any act that is in fur-
23 therance of a violation of a crime referred to in
24 subparagraph (A); and

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

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

3 “(4) EXECUTIVE ASSOCIATE DIRECTOR.—The
4 term ‘Executive Associate Director’ means the Exec-
5 utive Associate Director of Homeland Security In-
6 vestigations.

7 “(b) ORGANIZED RETAIL AND SUPPLY CHAIN CRIME
8 COORDINATION CENTER.—

9 “(1) ESTABLISHMENT.—Not later than 90 days
10 after the date of enactment of the Combating Orga-
11 nized Retail Crime Act of 2025, the Secretary shall
12 direct the Executive Associate Director to establish
13 the Organized Retail and Supply Chain Crime Co-
14 ordination Center.

15 “(2) DUTIES.—The duties of the Center shall
16 include—

17 “(A) coordinating Federal law enforcement
18 activities related to organized retail and supply
19 chain crime, including investigations of national
20 and transnational criminal organizations that
21 are engaged in organized retail and supply
22 chain crime;

23 “(B) establishing relationships with State
24 and local law enforcement agencies and organi-
25 zations, including organized retail crime asso-

1 ciations and cargo theft associations, and shar-
2 ing information regarding organized retail and
3 supply chain crime threats with such agencies
4 and organizations;

5 “(C) assisting State and local law enforce-
6 ment agencies with State and local investiga-
7 tions of organized retail and supply chain crime
8 groups;

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

19 “(E) establishing a secure system for shar-
20 ing information regarding organized retail and
21 supply chain crime threats by leveraging exist-
22 ing information systems at the Department of
23 Homeland Security and the Department of Jus-
24 tice;

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

4 “(G) supporting the provision of training
5 and technical assistance in accordance with sub-
6 section (c).

7 “(3) LEADERSHIP; STAFFING.—

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

10 “(i) an experienced law enforcement
11 officer;

12 “(ii) appointed by the Director of
13 U.S. Immigration and Customs Enforce-
14 ment; and

15 “(iii) in a Senior Executive Service
16 position as defined in section 3132 of title
17 5, United States Code.

18 “(B) DEPUTY DIRECTOR.—The Director of
19 the Center shall be assisted by a Deputy Direc-
20 tor, who shall be appointed, on a 2-year rota-
21 tional basis, upon request from the Executive
22 Associate Director, by—

23 “(i) the Director of the Federal Bu-
24 reau of Investigation;

1 “(ii) the Director of the United States
2 Secret Service; or

3 “(iii) the Chief Postal Inspector.

4 “(C) FEDERAL STAFF.—The staff of the
5 Center shall include—

6 “(i) special agents and analysts from
7 Homeland Security Investigations; and

8 “(ii) detailed criminal investigators,
9 analysts, and liaisons from other Federal
10 agencies who have responsibilities related
11 to organized retail and supply chain crime,
12 including detailees from—

13 “(I) U.S. Customs and Border
14 Protection;

15 “(II) the United States Secret
16 Service;

17 “(III) the United States Postal
18 Inspection Service;

19 “(IV) the Bureau of Alcohol, To-
20 bacco, Firearms and Explosives;

21 “(V) the Drug Enforcement Ad-
22 ministration;

23 “(VI) the Federal Bureau of In-
24 vestigation; and

1 “(VII) the Federal Motor Carrier
2 Safety Administration.

3 “(D) STATE AND LOCAL STAFF.—The
4 staff of the Center may include detailees from
5 State and local law enforcement agencies, who
6 shall serve at the Center on a nonreimbursable
7 basis.

8 “(4) COORDINATION.—

9 “(A) IN GENERAL.—The Center shall co-
10 ordinate its activities, as appropriate, with
11 other Federal agencies and centers responsible
12 for countering transnational organized crime
13 threats.

14 “(B) SHARED RESOURCES.—In estab-
15 lishing the Center, the Executive Associate Di-
16 rector may co-locate or otherwise share re-
17 sources and personnel, including detailees and
18 agency liaisons, with—

19 “(i) the National Intellectual Property
20 Rights Coordination Center established
21 pursuant to section 305(a)(1); or

22 “(ii) other existing interagency cen-
23 ters within the Department of Homeland
24 Security.

1 “(C) AGREEMENTS.—The Director of the
2 Center, or his or her designee, may enter into
3 agreements with Federal, State, local, and Trib-
4 al agencies and private sector entities to facili-
5 tate carrying out the duties described in para-
6 graph (2).

7 “(D) INFORMATION SHARING.—

8 “(i) IN GENERAL.—Subject to the ap-
9 proval of the Director of the Center, infor-
10 mation that would otherwise be subject to
11 the limitation on the disclosure of con-
12 fidential information set forth in section
13 1905 of title 18, United States Code, may
14 be shared if such disclosure is operationally
15 necessary.

16 “(ii) NON-DELEGABLE AUTHORITY.—
17 The Director may not delegate his or her
18 authority under this subparagraph.

19 “(5) REPORTING REQUIREMENTS.—

20 “(A) INITIAL REPORT.—

21 “(i) IN GENERAL.—Not later than 1
22 year after the date of enactment of the
23 Combating Organized Retail Crime Act of
24 2025, the Secretary shall submit a report

1 regarding the establishment of the Center
2 to—

3 “(I) the Committee on the Judi-
4 ciary of the Senate;

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

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

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

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

17 “(I) the organizational structure
18 of the Center;

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

22 “(III) any challenges required to
23 be addressed while establishing the
24 Center;

1 “(IV) any lessons learned from
2 establishing the Center, including suc-
3 cessful prosecutions resulting from the
4 activities of the Center;

5 “(V) recommendations for ways
6 to strengthen the enforcement of laws
7 involving organized retail and supply
8 chain crime;

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

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

19 “(B) ANNUAL REPORT.—Beginning on the
20 date that is 1 year after the submission of the
21 report required under subparagraph (A), and
22 each year thereafter, the Secretary shall submit
23 an annual report that describes the activities of
24 the Center during the previous year to the con-

1 gressional committees listed in subparagraph
2 (A)(i).

3 “(6) SUNSET.—

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

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

12 “(c) TRAINING AND TECHNICAL ASSISTANCE.—

13 “(1) EVALUATION.—Not later than 180 days
14 after the date of enactment of the Combating Orga-
15 nized Retail Crime Act of 2025, the Secretary and
16 the Attorney General shall conduct an evaluation of
17 existing Federal programs that provide grants,
18 training, and technical support to State, local, and
19 Tribal law enforcement to assist in countering orga-
20 nized retail and supply chain crime.

21 “(2) EVALUATION SCOPE.—The evaluation re-
22 quired under paragraph (1) shall evaluate, at a min-
23 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.”.

Passed the House of Representatives May 12, 2026.

Attest:

Clerk.

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To combat organized crime involving the illegal acquisition of retail goods and cargo for the purpose of selling those illegally obtained goods through physical and online retail marketplaces.