

119TH CONGRESS  
2D SESSION

# H. R. 2853

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## 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.*



119<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

# H. R. 2853

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## 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.