

Calendar No. 372

119TH CONGRESS
2D SESSION

S. 545

To prohibit certain uses of xylazine, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 12, 2025

Ms. CORTEZ MASTO (for herself, Mr. GRASSLEY, Ms. HASSAN, Mrs. GILLIBRAND, Mrs. HYDE-SMITH, Ms. CANTWELL, Mr. SCOTT of Florida, Mrs. SHAHEEN, Ms. KLOBUCHAR, Mrs. BRITT, Mrs. CAPITO, Mr. YOUNG, Mr. KELLY, Mr. KAINE, Mr. RISCH, Ms. ROSEN, Mr. BLUMENTHAL, Mr. LUJÁN, Mr. WICKER, Mr. GALLEG0, Mr. TILLIS, Mr. FETTERMAN, Mr. BENNET, Ms. LUMMIS, Mr. BUDD, Mr. KING, Mr. JUSTICE, Mr. CRAPO, Mr. MCCORMICK, Mr. LANKFORD, Mrs. MOODY, Mrs. BLACKBURN, Mr. CORNYN, Mr. DURBIN, and Mr. CRUZ) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

APRIL 15 (legislative day, APRIL 14), 2026

Reported by Mr. GRASSLEY, with an amendment

[Strike out all after the enacting clause and insert the part printed in *italie*]

A BILL

To prohibit certain uses of xylazine, and for other purposes.

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

3 **SECTION 1. SHORT TITLE.**

4 This title may be cited as the “Combating Illicit
5 Xylazine Act”.

1 **SEC. 2. DEFINITIONS.**

2 (a) **IN GENERAL.**—In this title, the term “xylazine”
3 has the meaning given the term in paragraph (60) of sec-
4 tion 102 of the Controlled Substances Act, as added by
5 subsection (b) of this section.

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

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

13 **SEC. 3. ADDING XYLAZINE TO SCHEDULE III.**

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

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

20 **SEC. 4. AMENDMENTS.**

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

24 “(27)(A) Except as provided in subparagraph (B),
25 the term ‘ultimate user’ means a person who has lawfully
26 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 eludes—

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 title, or the
 12 amendments made by this title, shall be construed to re-
 13 quire the registration of an ultimate user of xylazine under
 14 the Controlled Substances Act (21 U.S.C. 801 et seq.) in
 15 order to possess xylazine in accordance with subparagraph
 16 (B) of section 102(27) of that Act (21 U.S.C. 802(27)),
 17 as added by subsection (a) of this section.

18 **SEC. 5. 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 “or xylazine”
 4 after “gamma hydroxybutyric acid”.

5 **SEC. 6. 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 ear-
 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. 7. REPORT TO CONGRESS ON XYLAZINE.**

20 (a) INITIAL REPORT.—Not later than 18 months
 21 after the date of the enactment of this Act, the Attorney
 22 General, acting through the Administrator of the Drug
 23 Enforcement Administration and in coordination with the
 24 Commissioner of Food and Drugs, shall submit to Con-
 25 gress a report on the prevalence of illicit use of xylazine

1 in the United States and the impacts of such use, includ-
 2 ing—

3 (1) where the drug is being diverted;

4 (2) where the drug is originating; and

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

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

16 **SECTION 1. SHORT TITLE.**

17 *This title may be cited as the “Combating Illicit*
 18 *Xylazine Act”.*

19 **SEC. 2. DEFINITIONS.**

20 (a) **IN GENERAL.**—*In this Act—*

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

24 (2) the term “xylazine” has the meaning given
 25 the term in paragraph (61) of section 102 of the Con-

1 *trolled Substances Act, as added by subsection (b) of*
 2 *this section.*

3 *(b) CONTROLLED SUBSTANCES ACT.—Section 102 of*
 4 *the Controlled Substances Act (21 U.S.C. 802) is amended*
 5 *by adding at the end the following:*

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

10 **SEC. 3. ADDING XYLAZINE TO SCHEDULE III.**

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

14 *“(f) Unless specifically excepted or unless listed in an-*
 15 *other schedule, any material, compound, mixture, or prepa-*
 16 *ration which contains any quantity of xylazine.”.*

17 **SEC. 4. AMENDMENTS.**

18 *(a) AMENDMENT.—Section 102 of the Controlled Sub-*
 19 *stances Act (21 U.S.C. 802) is amended by striking para-*
 20 *graph (27) and inserting the following:*

21 *“(27)(A) Except as provided in subparagraph (B), the*
 22 *term ‘ultimate user’ means a person who has lawfully ob-*
 23 *tained, and who possesses, a controlled substance for the use*
 24 *by the person or for the use of a member of the household*

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

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

7 “(I) *to whom xylazine was dispensed by—*

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

10 “(bb) *a pharmacy registered under this Act*
 11 *pursuant to a prescription of a veterinarian reg-*
 12 *istered under this Act; and*

13 “(II) *who possesses xylazine for—*

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

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

18 “(cc) *use in government animal-control pro-*
 19 *grams authorized under applicable Federal,*
 20 *State, Tribal, or local law; or*

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

24 “(ii) *In this subparagraph, the term ‘person’ in-*
 25 *cludes—*

1 “(I) a government agency or business where ani-
2 mals are located; and

3 “(II) an employee or agent of an agency or busi-
4 ness acting within the scope of their employment or
5 agency.”.

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

12 (c) *LABELING.*—The requirements related to labeling,
13 packaging, and distribution logistics of a controlled sub-
14 stance in schedule III of section 202(c) of the Controlled
15 Substances Act (21 U.S.C. 812(c)) shall not take effect for
16 xylazine until the date that is 1 year after the date of enact-
17 ment of this Act.

18 (d) *PRACTITIONER REGISTRATION.*—The requirements
19 related to practitioner registration, inventory, and record-
20 keeping of a controlled substance in schedule III of section
21 202(c) of the Controlled Substances Act (21 U.S.C. 812(c))
22 shall not take effect for xylazine until the date that is 60
23 days after the date of enactment of this Act. A practitioner
24 that has applied for registration during the 60-day period
25 beginning on the date of enactment of this Act may continue

1 *their lawful activities until such application is approved*
 2 *or denied.*

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

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

16 **SEC. 5. ARCOS TRACKING.**

17 *Section 307(i) of the Controlled Substances Act (21*
 18 *U.S.C. 827(i)) is amended—*

19 *(1) in the matter preceding paragraph (1)—*

20 *(A) by inserting “or xylazine” after*
 21 *“gamma hydroxybutyric acid”;*

22 *(B) by inserting “or 512” after “section*
 23 *505”; and*

24 *(C) by inserting “respectively,” after “the*
 25 *Federal Food, Drug, and Cosmetic Act,”; and*

1 (2) in paragraph (6), by inserting “and
2 xylazine” after “gamma hydroxybutyric acid”.

3 **SEC. 6. SENTENCING COMMISSION.**

4 *Pursuant to its authority under section 994(p) of title*
5 *28, United States Code, the United States Sentencing Com-*
6 *mission shall review and, if appropriate, amend its sen-*
7 *tencing guidelines, policy statements, and official com-*
8 *mentary applicable to persons convicted of an offense under*
9 *section 401 of the Controlled Substances Act (21 U.S.C.*
10 *841) or section 1010 of the Controlled Substances Import*
11 *and Export Act (21 U.S.C. 960) to provide appropriate*
12 *penalties for offenses involving xylazine that are consistent*
13 *with the amendments made by this Act. In carrying out*
14 *this section, the Commission should consider the common*
15 *forms of xylazine as well as its use alongside other scheduled*
16 *substances.*

17 **SEC. 7. REPORT TO CONGRESS ON XYLAZINE.**

18 (a) *CONTROL REPORT.*—

19 (1) *IN GENERAL.*—Not later than 30 days after
20 *the date of enactment of this Act, the Attorney Gen-*
21 *eral, acting through the Administrator of the Drug*
22 *Enforcement Administration and in coordination*
23 *with the Secretary of Health and Human Services,*
24 *shall submit to Congress a report with an assessment*
25 *of the factors listed in section 201(c) of the Controlled*

1 *Substances Act (21 U.S.C. 811(c)) for xylazine, which*
 2 *includes a scientific and medical evaluation and rec-*
 3 *ommendations from the Secretary of Health and*
 4 *Human Services and a law enforcement and abuse*
 5 *evaluation by the Drug Enforcement Administration.*

6 (2) *REQUIREMENTS.—The report required under*
 7 *paragraph (1) shall—*

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

16 (B) *be published on the websites of the De-*
 17 *partment of Health and Human Services and*
 18 *the Department of Justice.*

19 (b) *INITIAL REPORT.—Not later than 18 months after*
 20 *the date of the enactment of this Act, the Attorney General,*
 21 *acting through the Administrator of the Drug Enforcement*
 22 *Administration and in coordination with the Commissioner*
 23 *of Food and Drugs, shall submit to Congress a report on*
 24 *the prevalence of illicit use of xylazine in the United States*
 25 *and the impacts of such use, including—*

1 (1) *where the drug is being diverted;*

2 (2) *where the drug is originating; and*

3 (3) *whether any analogues to xylazine, or related*
4 *or derivative substances, exist and present a substan-*
5 *tial risk of abuse.*

6 (c) *ADDITIONAL REPORT.*—*Not later than 4 years*
7 *after the date of the enactment of this Act, the Attorney*
8 *General, acting through the Administrator of the Drug En-*
9 *forcement Administration and in coordination with the*
10 *Commissioner of Food and Drugs, shall submit to Congress*
11 *a report updating Congress on the prevalence and prolifera-*
12 *tion of xylazine trafficking and misuse in the United States.*

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A BILL

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APRIL 15 (legislative day, APRIL 14), 2026
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